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ABSTRACT

This document records the oral and written testimony from a 1999 Senate Committee hearing on "the forgotten half"--young people who do not continue their education past high school and, in many cases, do not finish high school. Witnesses testified that there is a great need for persons with technical skills to fill existing and projected jobs in the United States, but that young people with the appropriate skills cannot be found. In response to this need, some witnesses suggested that more attention should be paid to high schools when Congress re-authorizes the Elementary and Secondary Education Act. Current legislation directs only 8 percent of the funds authorized by the act to high schools, although 28 percent of students are in high school. The witnesses asked for more funding for programs to improve high school teaching in technical areas and for minority and disadvantaged students, and to create innovative programs. Several witnesses profiled the programs in which they are involved, which have been successful in helping low-achieving students to acquire basic and technical skills and to advance to postsecondary education and to higher-wage employment. (KC)

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S. HRG. 106-59

ESEA: EDUCATING THE FORGOTTEN HALF

ED 449 305

HEARING

OF THE

COMMITTEE ON HEALTH, EDUCATION, LABOR, AND PENSIONS UNITED STATES SENATE

ONE HUNDRED SIXTH CONGRESS

FIRST SESSION

ON

EXAMINING VARIOUS STRATEGIES FOR TRANSFORMING THE FORGOTTEN HALF INTO THE INDISPENSABLE FOUNDATION OF THE 21ST CENTURY WORKFORCE AND FOR MAKING SECONDARY EDUCATION THE CENTERPIECE OF THOSE STRATEGIES

MAY 18, 1999

Printed for the use of the Committee on Health, Education, Labor, and Pensions

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ESEA: EDUCATING THE FORGOTTEN HALF

TUESDAY, MAY 18, 1999

U.S. SENATE,
COMMITTEE ON HEALTH, EDUCATION, LABOR, AND PENSIONS,
Washington, DC.

The committee met, pursuant to notice, at 10:08 a.m., in room SD–628, Dirksen Senate Office Building, Hon. James M. Jeffords (chairman of the committee) presiding.

Present: Senators Jeffords, Sessions, Kennedy, Murray, and Reed.

OPENING STATEMENT OF SENATOR JEFFORDS

The CHAIRMAN. Good morning. The committee will come to order.

"Human history becomes more and more a race between education and catastrophe," said H.G. Wells almost 80 years ago. The "forgotten half" are those students who run that race at the back of the pack.

Almost half of all adults have neither completed high school nor pursued any type of postsecondary education. Approximately 20 percent of all 18-year-olds do not graduate from high school.

These alarming statistics represent millions of Americans who are not reaping the benefits of a booming economy, an economy that could be even more productive if we were able to fill the thousands of skilled positions that are open and available.

For example, presently, there are over 190,000 slots unfilled in the technology area because of the lack of a skilled workforce. In the immediate Washington metropolitan area, there are over 16,000 high-tech jobs waiting to be filled; many do not require a college degree.

The business community, the education system, the social and community services sector, Federal, State and local governments must support and develop education and training initiatives which enable all individuals to receive the education and training they need to move forward in the global economy.

Last year, we passed the Workforce Investment Act and the Vocational Education Act, which create a comprehensive system for education and training activities with a focus on youth initiatives. This year, the committee is engaged in the reauthorization of the Elementary and Secondary Education Act, which will hopefully complement and build upon the work completed last year.

Over the past several months, we have spent considerable time discussing the importance of early childhood and elementary education programs. Today we are turning our attention to the "S" in the ESEA—secondary education programs.

Over one-third of this Nation's students are enrolled in high school, yet less than 10 percent of Title I funds, the largest education program funded under ESEA, are being spent at the secondary school level. This morning, we will learn about various strategies for transforming the forgotten half into the indispensable foundation of the 21st century workforce and for making secondary education the centerpiece of those strategies.

Today we will hear from Samuel Halperin, founder and co-director of the American Youth Policy Forum; Jim Fish, who is principal of Sherwood High School in Sandy Spring, MD; Courtney Adams, the teacher coordinator for the Coca-Cola Valued Youth Program at Lincoln Multicultural School here in Washington. Mr. Adams will be joined on the panel by two students who participate in the program, Marcus Price and Anna Rosario. And our final witness will be Dr. Hamid Ebrahimi, national director and chief executive officer of Project SEED.

I thank all of you for being here, and Mr. Halperin, please lead off.

STATEMENTS OF SAMUEL HALPERIN, FOUNDER AND CO-DIRECTOR, AMERICAN YOUTH POLICY FORUM, WASHINGTON, DC; JAMES E. FISH, PRINCIPAL, SHERWOOD HIGH SCHOOL, SANDY SPRING, MD; COURTNEY ADAMS, TEACHER COORDINATOR, LINCOLN MULTICULTURAL SCHOOL, WASHINGTON, DC, ACCOMPANIED BY MARCUS PRICE AND ANNA ROSARIO, STUDENTS; AND HAMID EBRAHIMI, NATIONAL DIRECTOR AND CHIEF EXECUTIVE OFFICER, PROJECT SEED, INCORPORATED, DALLAS, TX

Mr. HALPERIN. Thank you, Mr. Chairman and members of the committee. My name is Samuel Halperin, and I am a senior fellow the American Youth Policy Forum, which is a nonpartisan professional development organization serving the staffs of the executive branch and the Congress, dealing with policy in the fields of education, training for employment, and youth development generally.

I am here to speak about the 70 percent of Americans who are unlikely to earn a bachelor's degree in their lifetime; for the 2 million Americans under the jurisdiction of our criminal justice system who receive scarcely any education or training to equip them for a return to civilian life; for the millions of minority youth whose full-time earnings still lag 20 to 30 percent behind their white counterparts; for the 18 percent of white youth, 40 percent of African American youth and 18 percent of Latino high school dropouts who are unemployed even amid the greatest economic boom that this country has ever enjoyed. I am also speaking for the 3 million out-of-school, out-of-work youth who are not served by any training program; for the over half of all young people in our largest urban school districts who did not complete high school, including the 4,000 youth who will drop out this year in Baltimore, the 10,000 in Philadelphia, and as many as 50,000 in New York City; for the hundreds of thousands, perhaps even millions, of young people who would willingly enroll in programs of proven worth, like YouthBuild, like Job Corps, like youth service and conservation corps, like the National Guard Challenge Program—if there were

expanded opportunities for them to do so—and I stress again, if there were opportunities for them to do so.

I have long been an advocate for expanding educational opportunities for all Americans. Second only to the GI bill, which expanded educational opportunities and democratized education in the United States following the Second World War, I believe that this committee's creation of need-based Federal student assistance under the Higher Education Act, especially the Pell Grants, was America's finest educational hour.

At the same time, I have been particularly concerned with that very large majority of the population that does not connect with postsecondary studies and thus is unlikely to have the skills to earn a decent living.

As study director of the William T. Grant Foundation Commission on Work, Family and Citizenship which reported to the country in 1988, we coined the term "the forgotten half." And who are the forgotten half? In nonstatistical terms, they are the young people who build our homes, drive our buses, repair our automobiles, fix our televisions, maintain and serve our offices, schools and hospitals, and keep the production lines of our mills and factories moving.

To a great extent, they determine how well the American family, economy and democracy function. They are also the thousands of young men and women who aspire to work productively but never quite make it to that kind of employment.

For these members of the forgotten half, their lives as adults start in the economic limbo of unemployment, part-time jobs and poverty wages. And many of them never break free.

In 1988, when the Grant Commission reported, about half of the Nation's young people had either dropped out of high school or terminated their formal education with that high school diploma. Last year, with the help of 14 other authors, we did a 10-year revisit, which we called "The Forgotten Half Revisited." What we found was that the percentage of young people continuing beyond high school had indeed increased, so that today it is more nearly 40 percent rather than 50 percent who do not continue on after high school.

That is the good news. The bad news is that even in this booming economy, with a 4.3 percent unemployment rate, the critical transition from school to permanent employment is taking longer. Those with no more than a high school diploma experience longer periods of unemployment and rely more than ever on low-wage, part-time, dead-end jobs with shorter and less stable job tenure. Those without a high school diploma have little chance of earning a legal income above the poverty level.

Moreover, strangely enough, those who are working full-and part-time today actually are fewer in percentage terms than in 1989; and those are 1997 data. Minority youth employment rates and earnings still lagged behind those of whites; the inflation-adjusted earnings of 20- to 24-year-old male workers fell by one-third in this 10-year period; young women were earning 16.5 percent less than 10 years ago.

In March 1997, over one-quarter of young adults who were fortunate enough to find full-time work were earning less than the pov-

erty line income needed to support a family of four. So that more than ever, it is true that if you want to be able to support a family, you need higher education, postsecondary education—you need skills.

I think we have to wonder what will happen to these low-skill workers when our economy next turns sour? Without higher literacy and technical skills than they now possess, with a greatly attenuated set of safety net programs, where will these workers turn for help?

Chapter 1 of "The Forgotten Half Revisited" contains a lot of statistics which remind us that some things are better, particularly those going on to higher education, beginning higher education, whereas those who complete postsecondary education are essentially flat. We have not improved our college graduation rates.

Student financial aid has failed to close the gap between family income and rising college costs. Student indebtedness has risen as Federal aid shifted since the 1960's from a grant-based to a loan-based system. Those who do begin college and successfully complete it are more likely to be higher-income and white rather than minority and low-income students.

Rather than dwell on these more dismal statistics which you can find in Chapter 1, I would like to offer some recommendations for congressional consideration. In the written testimony, in the parentheses are page numbers of a study which we did in 1997 called "Some Things DO Make a Difference for Youth: A Compendium of Evaluation of Youth Programs and Practices." We were eager to look at evaluations—we are not evaluators ourselves, but we wanted to be able to summarize what is known about what works and for whom.

So the first recommendation is that when you reauthorize the Elementary and Secondary Education Act, you need to recognize, as you, Mr. Chairman, have done this morning that in many ways, that our high schools are the most troubled part of our educational system, and that that is where we lose most of our students. Twenty-eight percent of our students are in grades 9 to 12, but only 8 percent of Title I dollars, the largest Federal aid program, go to high schools. Head Start and other early intervention programs are great—they are critical—but they will not immunize fully students against later school failure. You have to work at it in every grade, not just in the early grades.

While there is no simple solution for what ails high schools, we do know that experiential education programs that connect schools with workplaces and service-learning opportunities motivate students in this cyber-technological age.

My colleague Betsy Brand testified before this committee in February about the Carl D. Perkins Vocational and Applied Technology Education Act and the Tech Prep Program which this committee authorized and reauthorized.

"High Schools That Work," a program now operating in over 800 schools in 22 States, is showing that students will respond positively to high academic standards when the college prep studies are combined with quality vocational-technical studies taught in a rigorous, applied, hands-on, problem-solving fashion.

Career academies now number over 1,000 in this country. They deserve encouragement and explicit recognition in ESEA. These smaller learning communities counter the alienation and anonymity of large, factory-like high schools and promote high academic standards through attractive career themes and supportive partnerships between schools and employers and the broader community outside the schools.

Students like to work, to perform tasks that are valued by adults, and to prepare themselves for responsible and well-paid careers. We now have evaluations of the School-to-Work Opportunities Act in Boston, Austin, New York State, Philadelphia and many other communities, especially those that have been at the task the longest of connecting schools to the outside community. We have seen remarkable reductions in dropout rates and violence, increases in school attendance and in academic course-taking and postsecondary education continuation rates.

In about a month, our American Youth Policy Forum will publish the second compendium of evaluations, which we call "MORE Things that DO Make a Difference for Youth." It summarizes nearly 50 evaluations that inform us about what to do to get better results from our investments in education and training.

Senator DeWine and his colleagues wrote some of these principles of good practice into last year's Workforce Investment Act, and I think this new compendium may be useful to your committee as well when you reconsider ESEA.

No one in Washington can or should design local programs to accommodate the vast diversity of this country, but we now know a great deal more than we did just a decade or two ago about what works. The Federal Government should undertake more systematic efforts to share this knowledge broadly with educators and the public at-large.

The second recommendation—the task of turning around troubled high schools will not be easy. Educators, like most dedicated professionals, want to do the right things for their students. Putting aside for a moment the issue of whether there are enough resources, it is not always clear that educators know what to do, what works and where to get help. Thus, one thing the Congress could do to help improve American high schools is to make a pool of resources available for technical assistance so that qualified universities, educational laboratories and centers could be deployed to help schools restructure their operations.

Such intermediary organizations as the Boston Private Industry Council, the Academy for Educational Development, Southern Regional Education Board's "High Schools that Work," The Big Picture Company, Jobs for the Future, National Center on Education and the Economy and other experienced entities could add a great deal if they were authorized and empowered to do so.

The Obey-Porter legislation is perhaps a good precedent in that it helps educators identify reliable knowledge about what works and then gives them contacts with competent providers of technical assistance to help the schools actually improve. No business today would do its job without using outside consultants, and I think schools increasingly need to turn to expertise to turn themselves around.

Issues regarding the forgotten half cannot be resolved solely through reform of traditional high schools. We already have a very large backlog of young people who are not adequately prepared for success in their families, in their neighborhoods and in their schools. Unless we mean to write off this entire generation while various reforms take root, we must address those who are today out of school and not yet on a career track.

Fortunately, again, we have a growing body of experience about how to reach these young people. PEPNet—Promising and Effective Practices Network—has identified 43 programs which have been recognized by them and by the Department of Labor for developing workforce competency, promote youth development, that are well-managed and that can document their results. So we lack not so much knowledge as political will, the will to support effective programs for out-of-school youth.

There is a multiplicity of programs to help these young people, but again, the numbers are very small. The Job Corps, our oldest and largest effort to date, is worthy of expansion and further strengthening. It has only 44,700 slots, and it serves around 68,000 young people each year. Youth service and conservation corps now enroll about 20,000 youth in 110 corps around the country. YouthBuild serves only 6,000 young people in 129 different communities. They have all shown through evaluation that they can make a real difference in the lives of young people. The Abt Associates study of youth corps, for example, found dramatically positive impacts among African American males, more hours worked, higher earnings, fewer arrests, increased continuation of learning, and so on.

There is a recent intervention for dropouts called Youth Challenge, operated by the National Guard in over 25 States. It has been shown in its very brief life to raise reading and math levels. It has helped nearly three-quarters of its enrollees to earn a GED and over 90 percent to become employed, return to public school, or pursue postsecondary education.

Service learning—combining service to one's community with academic skills learned in the classroom and skills marketable in the private sector—is also being successfully employed in programs like the National Civilian Community Corps and in Learn and Serve America for in-school students, in the National Guard Youth Challenge Program, and in many youth corps. I think service learning ought to be highlighted and promoted when you take another look and reauthorize the Elementary and Secondary Education Act.

Fourth, increasingly, public authorities are recognizing that programs like these and many community-based organizations that serve low-income youth are performing meritorious education and quality training. Therefore, they have been found eligible to receive per-pupil average daily attendance or other public education dollars. At least eight local youth corps in California receive the same funding as charter schools—Philadelphia's YouthBuild, Washington, DC's Latin American Youth Center, for example, both operate charter schools and also receive public education funding, as do more than 10 YouthBuild sites.

So in my opinion, any reauthorization of ESEA should make it explicit that programs like these, when found to be effective in

serving formerly out-of-school youth, should qualify for public funding.

These are only a few of the ways that dropouts, or pushouts or other out-of-school youth are being reclaimed for productive roles in society. My point is that the Congress should consider the needs of all youth and young adults, not merely those enrolled in conventional schools and not merely those whom we want to go on to post-secondary education.

When so-called alternative or second-chance programs are shown to raise academic achievement, literacy and skill levels and to instill habits of responsible citizenship, they should be able to participate on at least an equal basis with traditional schools.

Fifth, last year, under the leadership of this committee, Congress put at-risk youth back on the Nation's policy agenda when it enacted the Workforce Investment Act. However, while youth have been given special recognition in this most promising new Act, the amount of funds in Title I of the old JTPA program, which was melded into the Workforce Investment Act, has remained unchanged, and it has never fully recovered from the 80 percent cut in funding for out-of-school youth in 1995. If we hope to mobilize the full energies and talents of effective service providers and local community-based organizations around the country and not just have a few pilot or demonstration programs, then the funding needs to be increased for the Workforce Investment Act.

One or two other points, Mr. Chairman. When the Higher Education Act is renewed again, I hope that you will concentrate not merely on access and the total funding level, but rather on what can be done to increase chances for college success among low-income and minority students. This means looking at the mix of loans and grants and the growing use of student debt to finance relentlessly rising college costs. It also means looking at the counseling and support programs which enable students to get the extra help they need to complete their college studies and not just to begin them.

The last point. This committee, because of its broad legislative jurisdiction, has always understood that complex social problems need to be addressed comprehensively, flexibly and in an integrated fashion. This is particularly true when dealing with the multiple problems of many who constitute the forgotten half. Schooling alone or job training alone will not meet the needs of those with serious educational and health deficits and those scarred by drug or sexual abuse or by homelessness.

One-shot, short-term programs that do not include extensive and expert counseling and support services, subsidized child care, transportation to education and training, will not produce the desired results. To be sure, these services and supports are expensive, but that is the price that we have to pay for past neglect and failure. But if we are to avoid the more expensive costs of incarceration, lost productivity, foregone earnings and cycles of poverty reproducing themselves generation after generation, we had best be honest with ourselves and our legislative undertakings.

I have worked on and with this great legislative committee since I arrived in Washington almost 40 years ago, Mr. Chairman. I have seen you craft bipartisan legislation that has truly improved the

lives of many millions of our fellow Americans, from Head Start, student financial aid, compensatory education, workforce development, national community service, and on and on. I hope that once again, Mr. Chairman, this committee will rise to the challenge posed by the forgotten half.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Halperin.

[The prepared statement of Mr. Halperin follows:]

PREPARED STATEMENT OF SAMUEL HALPERIN

Mr. Chairman and members of the committee:

• I am here to speak on behalf of the 70 percent of Americans who are unlikely to earn a bachelor's degree in their lifetime;

• for the two million Americans under the jurisdiction of our criminal justice system who receive scarcely any education or training to equip them for a return to civilian life;

• for the millions of minority youth whose full-time earnings still lag 20–30 percent lower behind their white counterparts;

• for the 18 percent of white youth, 40 percent of African-American youth and 18 percent of Latino high school dropouts (ages 16-24) who are unemployed even amid the greatest economic boom this country has ever enjoyed;

• for the up to 3 million out-of-school, out-of-work youth who are not served by any training program;

• for the over half of all young people in our largest urban school districts who don't complete high school, including the 4,000 youth who will drop out this year in Baltimore, the 10,000 in Philadelphia, the 50,000 in New York City.

• for the 60 percent of eligible children and their parents with no access to Head Start and for the many children inadequately served by it;

• for the hundreds of thousands of young people, perhaps even millions, who would willingly enroll in programs of proven worth, like YouthBuild, Job Corps, youth service and conservation corps, the National Guard ChalleNGe program, and others—if there were expanded opportunities to do so.

My name is Samuel Halperin. I am the founder and Senior Fellow at the American Youth Policy Forum, a nonpartisan, nonprofit professional development organization serving the policymaking community in the fields of education, training for employment and youth development. I have long been an advocate for expanding educational opportunities for all Americans. Second only to the G.I. Bills which renewed and democratized America following World War II, I believe your Committee's creation of need-based federal student assistance under the Higher Education Act, especially Pell Grants, was America's finest educational hour.

At the same time, I have been particularly concerned with that very large majority of the population that does not connect with postsecondary studies and, thus, is unlikely to have the skills necessary to earn a decent living. As Study Director of the William T. Grant Foundation Commission on Work, Family and Citizenship, I coined the term "The Forgotten Half." To quote the Grant Commission report:

"Who are the Forgotten Half? In non-statistical terms, they are the young people who build our homes, drive our buses, repair our automobiles, fix our televisions, maintain and serve our offices, schools and hospitals, and keep the production lines of our mills and factories moving. To a great extent, they determine how well the American family, economy and democracy function. They are also the thousands of young men and women who aspire to work productively but never quite 'make it' to that kind of employment. For these members of the Forgotten Half, their lives as adults start in the economic limbo of unemployment, part-time jobs, and poverty wages. Many of them never break free."

In 1988, when the Grant Commission reported, about half of the Nation's young people (ages 18–24) had either dropped out of school or terminated their formal education at high school graduation. Last year, I edited a ten-chapter study The Forgotten Half Revisited: American Youth and Young Families, 1988-2008. In this review of the last ten years, the authors found that the proportion of young people continuing their education beyond high school had expanded greatly, so that "The Forgotten Half" is now more nearly "The Forgotten Forty Percent." That's the good news.

The bad news is that even in a booming economy with today's 4.3 percent unemployment rate, the critical transition from school to permanent employment is taking longer. Those with no more than a high school diploma experience longer, periods of unemployment and rely more than ever on low-wage, part-time, dead-end jobs

with shorter and less stable tenure. Those without a high school diploma have little chance of earning a legal income above the poverty level.

Moreover, full-time and part-time employment rates among "The Forgotten Half (or "The Forgotten Third") were actually lower in 1997 than in 1989. Minority youths' employment rates and earnings still lagged behind white rates. Overall, inflation-adjusted earnings for 20–24 year-old male workers fell by one-third, while young women were earning 16.5 percent less. In March 1997, over one quarter of young adults who were fortunate enough to work full-time were earning less than the poverty line income needed to support a family of four. We also have to wonder what will happen to these low-skill workers when our economy next turns south. Without higher literacy and technical skills than they now possess, and with a greatly attenuated set of safety net programs, where will these workers turn for help?

The Forgotten Half Revisited (copies and summaries of which have been provided to the Committee) contains many other official statistics in Chapter One telling us that despite progress on some fronts. notably in expanding educational attainment or years of formal schooling, we have serious unmet challenges. Chapter Six of The Forgotten Half Revisited, for example, reminds us that while postsecondary enrollments have soared in the past quarter century, the proportion of students who complete degrees or certificates has remained flat. Student financial aid has failed to close the gap between family income and rising college costs. Student indebtedness has risen as federal aid shifted since the 1960s, from a grant-based to a loan-based system. Those who do begin college, and successfully complete it, are more likely to be higher-income and white, rather than minority and low-income students.

Rather than dwell on more dismal statistics, I'd like to offer some recommendations for Congressional consideration. (In the following paragraphs, citations in parentheses refer to evaluations of successful programs which we have summarized in Some Things DO Make a Difference for Youth: A Compendium of Evaluations of Youth-Programs and Practices, 1997.)

1. When reauthorizing the Elementary and Secondary Education Act, recognize that our high schools are in many ways the most troubled part of our educational system and that is where we lose most students. While 28 percent of students are in grades 9 to 12, only 8 percent of Title I dollars—the largest federal aid program—go to high schools. Head Start and other early intervention programs are critical, but they do not immunize students fully against later school failure.

While there is no simple solution for what ails high schools, we know that experiential education programs that connect schools with workplaces and service?learning opportunities are highly motivational in this cyber/techno logical age. As my colleague, Betsy Brand, testified before this Committee in February, the Carl D. Perkins Vocational and Applied Technology Education Act and the Tech Prep Associate Degree make academic studies more meaningful by linking schooling to real world problems.

"High Schools That Work," now operating in over 800 schools in 22 states, is showing that students will respond positively to high academic standards when college prep studies are combined with quality vocational-technical studies taught in a rigorous, applied, hands-on, problem-solving curriculum. (pp. 26-29)

Career academies, now over 1,000 in number, also deserve encouragement in ESEA. These smaller learning communities counter the alienation and anonymity of many large, factory-like high schools and promote high academic standards through attractive career themes and supportive partnerships with employers and the broader community outside the schools. (pp. 3–8; pp. 12–15)

Students like to work, to perform tasks that are valued in the adult world, and to prepare themselves for responsible and well-paid careers. Under the School-to-Work Opportunities Act, Boston, Austin, New York State and other communities that have been longest at the task of connecting schools to the outside community, have seen remarkable reductions in dropout rates and violence and increases in school attendance, rigorous academic course-taking and postsecondary education continuation rates.

In about a month, the American Youth Policy Forum will publish our second compendium of evaluations of youth programs. Entitled MORE Things That DO Make A Difference for Youth, it summarizes nearly 50 evaluations that, collectively, inform us about what to do to get better results from our investments in education and training. Just as Senator DeWine and his colleagues wrote some of these principles of good practice into last year's Workforce Investment Act, I think this new compendium can be useful in your reconsideration of ESEA. While no one in Washington can or should design local programs to accommodate the vast diversity of this country, we now know a great deal more than we did a decade or two ago about

what works. The federal government should undertake more systemic efforts to share this knowledge broadly with educators and the public at large.

2. The task of turning around troubled high schools will not be easy. Educators, like most dedicated professionals, want to do the right things for their students. Resource shortages aside, it is not always clear that they know what to do, what works and where to get help. Thus, one thing the Congress could do to help improve American high schools is to make a pool of resources available for technical assistance so that qualified universities, educational laboratories and centers could be deployed to help schools restructure their operations. Such intermediary organizations, like the Boston Private Industry Council, Academy for Educational Development, Southern Regional Education Board's "High Schools That Work," The Big Picture Company, Jobs for the Future, National Center on Education and the Economy and similar experienced entities could add much if they were authorized and empowered to do so. The Obey-Porter legislation is a good precedent in that it helps educators identify reliable knowledge about what works and competent providers of technical assistance to help schools actually improve.

3. Issues regarding "The Forgotten Half" cannot be resolved solely through reform of traditional high schools. We already have too large a backlog of young people who were not adequately prepared for success in their families, neighborhoods and schools. Unless we mean to write off a whole generation while our various reforms take root, we must address those who are today out-of-school and not yet on a career track. Fortunately, we have a growing body of experience about how to reach those young people. The PEPNet (Promising and Effective Practices) Network, for example, has identified 43 programs for youth that develop workforce competency, promote youth development, that are well managed and that can document their results. We lack not so much knowledge as political will; the will to support effective programs for out-of-school youth.

There is a multiplicity of approaches to helping out-of-school youth make positive contributions to society. The Job Corps, our oldest and largest effort to date, is worthy of expansion and further strengthening beyond the 44,700 "slots" and 68,000 youth it serves each year. (pp. 70–72) Youth service and conservation corps, now serving over 20,000 youth in 110 corps around the country (pp. 95–97) and YouthBuild (pp. 91–94) programs, serving 6,000 youth in 129 communities, have shown that they can make a real difference. The Abt Associates study of youth corps, for example, found dramatically positive impacts among African-American males: more hours worked, higher earnings, fewer arrests, increased continuation of learning, etc.

A recent intervention for dropouts, the National Guard's Youth ChalleNGe Program, raises reading and math levels, helps almost three-quarters of enrollees to earn a GED and over 90 percent to become employed, return to public school, or pursue postsecondary education.

Service-learning—combining service to one's community with academic skills learned in the classroom and skills marketable in the private sector—is also being successfully employed in programs like the National Civilian Community Corps (as well as in Learn and Serve America (pp. 117–119) for in-school students), the National Guard Youth ChalleNGe Program and many youth corps, youth-serving organizations and community colleges.

4. Increasingly, public authorities are recognizing that programs like these and many community-based organizations that serve low-income youth are performing meritorious education and quality training. Therefore, they are found eligible to receive per pupil, Average Daily Attendance or other public education dollars. At least eight local youth corps in California receive the same funding as charter schools. Philadelphia's YouthBuild and Washington, D.C.'s Latin American Youth Center, for example, both operating charter schools, also receive public education funding, as do more than ten YouthBuild sites. Any reauthorization of ESEA should explicitly make it possible for such programs that serve formerly out-of-school youth effectively to qualify for public funding.

These are only a few of the ways that "dropouts," "pushouts" and other out-of-school youth are being reclaimed for productive roles in society. My point is that the Congress ought to consider the needs of all youth and young adults, not merely those enrolled in conventional schools. When so-called alternative or second?chance programs are shown to raise academic achievement, literacy and skill levels and to instill habits of responsible citizenship, they should be able to participate on at least an equal basis with traditional schools.

5. Last year, under the leadership of this Committee, Congress put at-risk youth back on the Nation's policy agenda front burner when it enacted the Workforce Investment Act. However, while youth have been given special recognition in this most promising Act, the amount of funds in Title I remains unchanged. In fact, funding

has never recovered from the 1995 cut of 80 percent in funding for out-of-school youth. If we hope to mobilize the full energies and talents of effective service-providers and local community-based organizations around the country—not just a few pilot or demonstration programs in a few communities—funding needs to be increased to support both year-round and summer programs.

6. When the Higher Education Act is renewed again, concentrate not merely on access and total levels of funding but, rather, on what can be done to increase the chances for college success among low-income and minority students. This means looking at the mix of loans and grants and the growing use of student debt to finance relentlessly rising college costs. It also means looking at the counseling and support programs which enable students to get the extra counseling and preparation essential to completing their college studies. (Maryland's Tomorrow, p. 151–5; Sponsor-A-Scholar, pp. 154–6; TRIO Programs, pp. 157–162)

7. This Committee, because of its broad legislative jurisdiction, has always understood that complex social problems need to be addressed comprehensively, flexibly, and in an integrated fashion. This is particularly true when dealing with the multiple problems of many who constitute "The Forgotten Half." Schooling alone or job training alone won't meet the needs of those with serious educational and health deficits, and those scarred by drug or sexual abuse or by homelessness. One-shot, short-term programs that don't include extensive and expert counseling and support services (sometimes requiring extended treatments), subsidized child care and transportation to education and training, won't produce the desired results. To be sure, these services and supports are expensive, the price we pay for past neglect and failure. But if we are to avoid the far more expensive costs of incarceration, lost productivity, foregone earnings and cycles of poverty reproducing themselves generation after generation, we had best be honest with ourselves and our legislative undertakings.

Thank you, Mr. Chairman, and Members of the Committee for this opportunity to share some thoughts about bringing millions of youth and young adults into the American mainstream of the 21st Century.

I have worked on, and with, this great legislative Committee since I arrived in Washington in 1960. I have seen you craft bipartisan legislation that has truly improved the lives of many millions of our fellow Americans—from Head Start, student financial aid, compensatory education, workforce development, national and community service, on and on. I hope you will, once again, rise to the challenge posed by "The Forgotten Half."

For the record, I attach (1) a statement by Richard Kazis of Jobs for the Future, "Connecting Youth to the Mainstream: Ten Years After The Forgotten Half," which he recently presented to Members of Congress at the Aspen Institute Congressional Program; (2) two articles about "The Forgotten Half" from the May 1999 issue of Phi Delta Kappan by Anne C. Lewis and Gerald W. Bracey.

Time to Remember the 'Forgotten Half'

BY ANNE C. LEWIS

THIS IS a good time for teachers and principals. Students are edging toward the door as the end of the school year approaches, and there will be well-deserved pride in store for those who head for the next grade or walk across the stage to get their diplomas. Celebrating their success is one of the intrinsic rewards of teaching.

What tarnishes this picture is the thought that such success for many students is hollow. Feelings of pride lull educators into thinking they have done a good job, but, with apologies for raining on the picnic, the truth is that probably half of the students who move on face difficult problems and possibly failure in the next few years because schools have not prepared them well.

If the figure of half sounds familiar, it is because a decade ago a report as significant as *A Nation at Risk* soberly reminded school reformers that there was a "forgotten half," the non-college-bound youth whose needs were largely overlooked in the rash of traditional reform efforts. Sam Halperin, executive director of the William T. Grant Foundation Commission on Work, Family and Citizenship, which issued that report, has now issued an update. These young people are still falling behind, he concludes. In fact, "their situation has changed only marginally" since the first report.

It is a glib response for educators to say that the responsibility for such young people is someone else's job. Their families failed them. It is a problem of urban districts only. The students should have worked harder. None of these excuses will satisfy a public — and especially a business community — that believes public education in general is not as good as it should be. When half of the students going through the public education system emerge unprepared, the public is understandably skeptical of such explanations. That skepticism often feeds into policies that educators fight in state halls and in Congress, proposals for vouchers and unregulated choice plans.

Let me offer readers a concrete example. The political crisis over the Detroit schools aside, the 178,000-student school system has lost the confidence of the community because it cheats its students. The high school dropout rate is enormous (60% at some schools). Employers complain that they cannot find qualified entry-level workers, even among graduates of the school system.

For example, a multi-service community organization, Focus Hope, began a Machinist Training Institute almost 20 years ago. It has a 100% placement rate for its graduates. It accepts only those with a high school diploma or a GED (General Education Development) certificate, yet most of its applicants must go through a Fast Track Program first, a seven-week course to bring their eighth-grade math and reading skills up to a point where they can succeed in the program. Others start even further behind, in the First Step Program, designed for those with sixth-grade skills. These students' diplomas mean little, even in a booming economy.

In fact, Detroit is Michigan's major manufacturing employment hub and could absorb every qualified graduate of the high schools and still have vacancies left over. The graduates of Focus Hope's Machinist Training Institute, for example, average a $22,900 starting salary. Those who continue on in its Center for Advanced Technologies, which is linked to local universities, can earn a bachelor's degree and enter the Detroit economy at an average annual salary of $47,200.

"We used to dabble in work force development and be very glib about it," Renee Lerche, director of work force development for the Ford Motor Company, told a visiting group of education and labor policy makers from Washington, D.C., recently. "Now, we're very serious about it," and Ford's approach to "corporate citizenship" is leading it into various initiatives to attract and build a work force. The company started a charter high school, the Henry Ford Academy of Manufacturing Arts and Sciences, located in historic Greenfield Village, to provide a prototype of a high-tech preparation program that other companies and public schools could emulate. Despite its lofty ideals, the school has run headlong into the problem of the poor skills of many of its students, who are chosen by lottery; 60% come from Detroit city schools. Ford also developed a high school curriculum, the Ford Academy of Manufacturing Sciences, now being used in 76 schools in 16 states. (Only four of the 11 high schools in Detroit use the curriculum.) The company provides Saturday schools and summer internships.

In Lerche's opinion, "we will not have a viable work force without a good school system," but the company is forced to plead with the public schools to understand the skills employers need, especially in math, and to go out on its own in creating opportunities for students to learn them. Other visits included in the field trip for policy makers, organized by the American Youth Policy Forum (AYPF), made it obvious that the power structure in Detroit was no longer even inviting the public schools to the table. So now the problem is being turned over to someone who is not an educator, the mayor.

Detroit schools enroll thousands of students whose hopes are being undermined not because they are lazy or their parents are uninvolved but because the schools have not been accountable and have not kept up with the changes around them. The story is similar for the forgotten half throughout the country.

Halperin's new report, *The Forgotten Half Revisited* (AYPF, 1836 Jefferson Place N.W., Washington, DC 20036-2505; $15 prepaid), makes these points:

- The number of 18- to 24-year-olds will increase 18% by the year 2005, with even larger percentages among those subgroups that traditionally have not been able to find stable employment easily.
- Minority youths experience a 30% higher unemployment rate than whites, and, says Halperin, "despite a strongly growing economy, and with the support of rising levels of educational attainment, young people in the job market were actually worse off in 1997 than in 1989."
- Their earnings have dropped — by about one-third (adjusted for inflation) —

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and are lower than earnings for youths in the job market 24 years ago (during another boom time).

These factors have a domino effect. Young people are less able to support a family, obtain decent housing, or afford further education. While one contribution to the new report notes that educational attainment is up and a larger percentage of students are attending college, the high rate at which young people fail to complete college, especially those in community colleges, indicates that they have just delayed their dropping out, often by as little as a few months.

ONE OF the most successful school-to-work programs is the High Schools That Work initiative of the Southern Regional Education Board. Research on this program, now in use in about 700 high schools, shows that the component that most improves students' success and eases their transitions to work or further schooling is their access to a strong core academic program, especially in math and science. Similarly, career academies, one of the fastest-growing innovations in high schools, give these forgotten youths opportunities for more challenging instruction and content, plus a link between academic and applied skills. YouthBuild, an initiative for out-of-school youths, literally transforms hundreds of young lives a year by helping those who dropped out of school obtain basic skills and a GED certificate or a diploma, acquire occupational skills, and experience a sense of accomplishment as they build or remodel housing in low-income areas. The schools these young people left did none of these things for them.

Despite such successes, the school-to-work movement, once popular and the beneficiary of policy support, is struggling, as politicians and reformers move on to other agendas. At the annual conference of the American Association of School Administrators in February, for example, just a single one-hour presentation among hundreds of sessions focused specifically on a school-to-work program. About half of the states have formally incorporated into law some vestiges of a school-to-work system, according to federal officials. But the country is far from accepting this idea as a viable part of public education.

As those young people march down the aisle at graduation, how many will be remembered for the promise they hold? And how many will be forgotten because educators don't want to be reminded of their own failures? BC

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THE FORGOTTEN 42%

BY GERALD W. BRACEY

IN NOVEMBER 1988, the William T. Grant Foundation Commission on Work, Family and Citizenship published *The Forgotten Half: Pathways to Success for America's Youth and Young Families*. Its first page is still informative and dramatic:

> Who are the Forgotten Half? In non-statistical terms, they are the young people who build our homes, drive our buses, repair our automobiles, fix our televisions, maintain and serve our offices, schools, and hospitals, and keep the production lines of our mills and factories moving. To a great extent they determine how well the American family, economy, and democracy function. They are also the thousands of young men and women who aspire to work productively but never quite "make it" to that kind of employment. For these members of the Forgotten Half, their lives as adults start in the economic limbo of unemployment, part-time jobs and poverty wages. Many of them never break free.

In November 1998, a group of foundations sponsored *The Forgotten Half Revisited*. Have conditions improved for this group? Not a great deal, it would seem. As a society, we still invest less in these young people than in the college-bound.

Today, they are the "Forgotten 42%" because more and more high school graduates are going on to postsecondary schooling. Several chapters refer to them as the "Forgotten Third," but this changes the definition of who they are. The "one-third" refers simply to the one-third of high school graduates who do not go to college. But there is another group of non-college attendees, the dropouts, and this brings the proportion of all young people who do not attend college to about 42%.

Those in the forgotten half today are still more likely to be employed at low wages or unemployed. The outcomes for specific groups are stark. For blacks, dropping out is an economic disaster: only 30% of blacks between the ages of 16 and 24 who dropped out of school are employed. For whites, the figure is 53% employed. Getting a high school diploma doubles the employment rate for blacks to 59% and sends the rate for whites to 77%. Blacks who obtain a college degree are employed at almost the same rate as whites: 88% versus 90%.

Data on poverty are direr than those on employment, and the situation has gotten worse over the decade for everyone but college grads. Only 2.5% of college graduates lived below the poverty line in 1989 and in 1996. For all others, the proportion who fall below the poverty line has increased: for those with some college, from 11% to 16%; for high school graduates, from 19% to 24%; for high school dropouts, from 45% to 50%.

Illustration by Jim Hull

Recently, some observers have been touting the decline in the rate of teen pregnancies. The data in *The Forgotten Half Revisited*, though, indicate that, while the total number of births to young women (ages 15 to 24) declined, the proportion of births to single mothers as a proportion of *all births* rose from 1989 to 1995. The proportion for whites went from 34% to 47%, for blacks from 80% to 86%, and for "other" groups from 43% to 49%. No figure was available for Hispanics for 1989; in 1995 the proportion was 53%.

As I recall, the egalitarianism and the willingness to redistribute wealth of the 1960s and 1970s were predicated on the thesis that the "scarcity assumption" was false. That is, we had been told that there was only so much to go around, and we had come to believe that this was not true. We believed that there was plenty for everyone. That belief appears to have faded, perhaps because we are now the most economically stratified nation in the Western world — the grabbers have been extremely good at grabbing.

In a chapter on educational attainments in *The Forgotten Half Revisited*, Jack Jennings and Diane Stark Rentner of the Center on Education Policy present data indicating that, over a 12-year period from 1982 to 1994, students of all ethnicities

Tips for Readers of Research

Jack Jennings has taken to putting out short newsletters called "Did You Know?" that describe recent trends in educational outcomes. Recently he has issued two: "Did you know that math achievement is rising?" and a partner piece on science. It is nice to have these documents, but I want to call attention to something about them that might be seen as a mistake but is not.

The flyers present NAEP data for the nation as a whole and then for four ethnic groups. Each of the ethnic groups has a larger increase than the increase for the nation as a whole. How can this be? It looks like an arithmetical error. Actually, it is a variation on Simpson's Paradox, something that first got some publicity outside of the statistical community in the Sandia Report.

As presented there, the SAT scores of whites were stable, but those for all minority groups had gone up, yet the national average had declined over time. The explanation was that the *proportion* of minority students taking the SAT had increased over time. Their scores were improving but were still well below those of whites. Thus, as these lower scores became a larger proportion of the total scores, they caused the national average to decline.

In the Center on Education Policy newsletters on math and science, the same thing is occurring: the scores of every group are improving, but the increasing proportion of low-but-improving minority students in the test-taking pool reduces the size of the gain.

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increased the number of "core courses" they were taking in high school. As a consequence, perhaps, NAEP (National Assessment of Educational Progress) scores in math and science have been rising for all ethnicities.

After Jennings and Rentner discuss some good news about SAT and NAEP scores, they urge caution. Unfortunately, they then uncritically accept the TIMSS Final Year Report and write that "deterioration happens between the fourth and eighth grade and then again between the eighth and twelfth, leading to a downward trend in test scores using this international comparison." They thus contribute to further embedding in the educational literature the myth that the longer kids are in school, the worse they do.

Surely, one would have thought that Jennings and Rentner might have accepted the arguments I presented in the May 1998 and September 1998 issues of the *Kappan* — or the very similar arguments presented by Iris Rotberg in the 15 May 1998 issue of *Science*. In speeches, I have been saying that, if I had handed in the TIMSS Final Year Report to my psychology professors as a graduate student at Stanford, I would have been laughed all the way to Berkeley and told to take up sociology. Over lunch recently, Rotberg and I concurred that even our undergraduate professors would not have accepted this report. It's that bad.

For the record: American students who have taken calculus (something presumed by the test) score 492 compared to an international average of 501. American students who did not work more than 14 hours a week scored 506 on the math/science literacy test compared to an international average of 500. Fifty-five percent of American seniors said they worked more than 21 hours a week, and their performance suffered a lot for that. But these results do not bespeak "deterioration."

In a section on what might be called "The Remembered Half," Lawrence Gladieux and Watson Scott Swail of the College Board look at trends in higher education. They contend that there have been real improvements in access, but now we have to focus on success: we're getting better at getting kids in the door, not at getting them to persist until they have a degree.

In terms of access, college attendance rates have accelerated since 1990 so that a 1995 study found that more than half of students in the bottom quartile of income ($22,000 and below at the time) were participating at some level in college. For the highest quartile ($68,000 and above), the participation rate was approaching 90%.

When one looks at where the students are heading, though, class differences become clearer. Almost 70% of the wealthier kids are streaming to four-year colleges, where only 20% of students in the poorest quartile will meet them. Those in

the poorest quartile divide pretty evenly between two- and four-year institutions.

Differences show up in persistence as well as access. Within five years, 41% of the students in the top income quartile had received a bachelor's degree, while 19% in the middle quartiles and a mere 6% in the lowest quartile had done so. The wealth-related differences are much more striking than the ethnic differences, which reveal that 27% of whites, 18% of Hispanics, and 17% of blacks have bachelor's degrees five years after starting college.

Improvements in access seem all the more remarkable when one looks at the costs of higher education. While median family income rose 9% between 1987 and 1997 for the 45- to 54-year-old bracket, tuition at public four-year institutions rose 92% and at private schools 90%. Aid per full-time student rose only 47% and shifted much of the load from grants to loans.

As a consequence, students from low-income families have been differentially affected. From 1976 to 1992, the cost of college as a percentage of family income was stable at around 8% to 9% for the uppermost income quartile. It is stable as well for those with median incomes, rising from 10% to about 12%. But for low-income families, while college took 18% of the family's earnings in 1976, that figure had skyrocketed to 27% in 1992. It is no doubt even higher today.

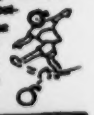
Not surprisingly, then, a lower percentage of affluent students than of students in other quartiles need to borrow money to get through college, and they borrow less. Some 24% of those with family incomes of $70,000 or more in 1995 borrowed an average of $9,300 to attend a public institution and $12,400 to go to a private university. Some two-thirds of those with family incomes under $30,000 borrowed an average of $12,550 to attend a public institution and $15,240 to attend a private university.

Gladieux and Swail write:

> If demography is destiny, colleges have their work cut out for them heading into the next century. America is still an ongoing experiment in diversity, and American higher education's part of the social contract has been to extend the possibility of a better life to new groups in society. It will be in the enlightened self-interest of institutions to invest more heavily in partnerships with school systems to expand the potential college-bound — and qualified — pool. (p. 112)

One chapter, by Thomas Bailey and Vanessa Smith Morest of Columbia University, deals with preparing students for the world of work. The authors review the various school-to-work laws of the last decade and conclude in italicized type:

> We should dispense with the distinction between educational policy and workforce development policy. The fundamental goal of both is that high school students should be actively engaged by their studies and that they should leave secondary school with a solid base of academic and SCANS skills that will enable them to succeed in occupational or academic education at the post-secondary level. Whatever the performance of the economy may be, our society is far from achieving that goal. (p. 133)



Those bells you hear are alarms from the Right. School-to-work has become the latest bête noire of the Right, which sees it as an unwarranted and unwanted expansion of state power into the personal sphere. Various writings also link it back to the dreaded "outcomes-based education" and even Pavlovian and Skinnerian conditioning. pk

Illustrations by Jim Hull

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The CHAIRMAN. Mr. Fish, welcome.

Mr. FISH. Good morning, Mr. Chairman, ladies and gentlemen. Thank you for this opportunity to speak with you this morning about what Sherwood High School in Sandy Spring, MD, where I am principal, is doing to promote success for 1,700 students.

We have all struggled in the past few weeks with the tragedy that occurred in Littleton, CO, followed by what appeared to be, in Montgomery County Public Schools, mass hysteria fueled by a rumor that alluded to May 10 as a day that students should not report to their school buildings because those buildings would be blown up.

Let me say that these acts, in my opinion, are not commonplace in schools. While I appreciate that the media has a duty to inform the public about such events, I often find that these kinds of tragedies and confusion dominate our thoughts, and the general public oftentimes believe these acts to be the norm in our schools.

Sherwood High School, like all schools around the country, is doing a superb job of educating its youth. I am proud to share with you this morning that we are making a difference in the lives of our students.

The Renaissance Program is one that brings about success through academic recognition. Renaissance is a nationwide program designed to motivate and encourage all students to reach their maximum potential by recognizing and celebrating responsible behavior and academic performance. We at Sherwood High School have forged numerous partnerships with our community to bring ideas, resources and people together to celebrate and support our dynamic learning environment.

Students at Sherwood High School are recognized at academic pep rallies for increasing grade-point average by .5, improving attendance, decreasing discipline referrals, demonstrating good citizenship, and achieving honor roll status. All students—1,700 of them—at some point during the course of the school year are recognized.

Students are identified as at risk based on poor academic performance, poor attendance and discipline referrals. The administration meets with these students and their parents to plan a program for success. Students are paired with a mentor, adult or peer. This bond results in almost daily interaction, tutoring, and mediation when necessary.

Our belief is that when these students establish a relationship with their mentors, this connection brings about trust and improved self-esteem. Additionally, when possible, students are partnered with businesses in an internship where they apprentice for a specified period learning job-related skills and experiences that lead to success. Students are carefully monitored, and periodic evaluation meetings are held to assess their progress.

If students are expected to be successful, it is vitally important that parents and guardians be part of the support group. The administration assists parents of all students in the program, and support is offered to them through social services, medical and other related services. Parenting classes are offered to assist par-

ents in working to forge a healthy, productive relationship with their children.

SHARP, or Sharp Street Hosts an Academic Resource Program, is a program which serves the needs of suspended students. The parishioners of Sharp Street United Methodist Church in Sandy Spring have partnered with our school to provide this support to students. When students are suspended from school, they often end up on the streets, at the malls, or they spend all day watching television. The SHARP program was developed as a way to allow students the opportunity to continue their studies in a supervised setting. During a student's stay, he or she has the opportunity to complete all school work with a tutor. Students from the local college along with county police officers mentor students. Topics such as positive decisionmaking, peer pressure, responsible behavior, and self-esteem/positive self-image are discussed during the student's stay.

This program touches students and their families at a time when these students are in trouble. It turns the negative experience of suspension, which often accelerates into a downward spiral for the student, into an opportunity to return to school better prepared with assignments, with new behavioral skills and with the knowledge that their community cares about them.

Even with your best efforts, sometimes we are not successful in keeping students until they graduate. A student who eventually decides to withdraw from school must meet with an administrator, counselor, parent and the career technician. In this meeting, we discuss and explore alternatives with the student. Options such as the Job Corps, preparation for the GED, or Graduate Equivalency Diploma, job skills and the military are discussed in detail.

The goal of every school is to ensure success for every student. That success will ultimately translate into happy, productive and successful young adults and eventually, adults.

Thank you very much for giving me this opportunity to share some of our exciting programs at Sherwood high school that are making a difference in the lives of our students.

The CHAIRMAN. Thank you.

[The prepared statement of Mr. Fish follows:]

PREPARED STATEMENT OF JAMES E. FISH

Good morning ladies and gentlemen. Thank you for this opportunity to speak with you this morning about what Sherwood High School, in Sandy Spring, Maryland, where I am principal, is doing to promote success for 1700 students. We have all struggled in the past few weeks with the tragedy that occurred in Littleton, Colorado followed by what appeared to be, in Montgomery County Public Schools, mass hysteria fueled by a rumor that alluded to May 10 as a day that students should not report to their schools because their buildings would be blown up.

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If students are expected to be successful, it is vitally important that parents/guardians be part of the support group. The administration assists parents of all students in the program and support is offered to them through social services, medical, and other related services. Parenting classes are offered to assist parents in working to forge a healthy, productive relationship with their children.

SHARP (Sharp Street Hosts an Academic Resource Program) is a program which serves the needs of suspended students. The parishioners of Sharp Street United Methodist Church have partnered with our school to provide this support to students. When students are suspended from school, they often end up on the streets, at the malls, or they watch television all day. The SHARP Program was developed as a way to allow students the opportunity to continue their studies in a supervised setting. During a student's stay, he/she has the opportunity to complete all school work with a tutor. Students from the local college along with county police officers mentor students. Topics such as positive decision?-making, peer pressure, responsible behavior, and self-esteem/positive self-image are discussed during the student's stay. This program touches students and their families at a time when they are in trouble. It turns the negative experience of suspension, which often accelerates into a downward spiral for the student, into an opportunity for them to return to school better prepared with assignments, with new behavioral skills, and with the knowledge that their community cares about them.

Even with our best efforts, sometimes we are not successful in keeping students until they graduate. A student who eventually decides to withdraw must meet with an administrator, counselor, parent, and the career technician. In this meeting, we discuss and explore alternatives with the student. Options such as the Job Corps, preparation for the GED (Graduate Equivalency Diploma), job skills, and the military are discussed in detail. The goal of every school is to ensure success for every student. That success' will ultimately translate into happy, productive and successful young adults and eventually adults. Thank you very much for giving me this opportunity to share some of our exciting programs that are making the difference.

The CHAIRMAN. Mr. Adams.

Mr. ADAMS. Thank you. Good morning.

My name is Courtney Adams. I am a teacher at Lincoln Multicultural Middle School in Northwest Washington. I have taught at Lincoln Middle School in the DC. Public School system for 9 years.

In January 1997, I became the teacher coordinator of the Coca-Cola Valued Youth Program. This program was created by the Intercultural Development Research Association. It is a cross-age tutoring/dropout prevention program that takes middle school and high school students who are considered at risk of leaving school and places them as tutors of elementary students. The students tutor these younger children, called tutees, in core subjects such as reading, math and language arts.

The program gives tutors an opportunity to develop and improve their own academic skills while helping younger students. It also places them in positions of responsibility which allows them to improve their attitude toward school and demonstrate their value as students. School officials also learn to recognize that value.

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The tutors are paid a minimum wage stipend to show the importance of their work. The students tutor 4 days of the week during a particular class period, and on 1 day of the week, they meet to go over problems that might pop up during their tutoring sessions at the elementary schools. They also participate in team-building and personal awareness activities.

During the past 3 years, we have had 65 tutors in the program. The students are selected for the program because they are underachieving academically or they are struggling with their attendance or discipline. The teachers from Lincoln Middle School identify many of our students as being at risk because they live in areas where there is a lot of gang activity. They also have friends or family who use drugs, they have been trouble with the law, or they have a history of truancy or poor grades.

Not all of our students fit these specific criteria, but many of them experience one or more of these difficulties. Some of the students selected for the program are not presently having academic difficulties, but because of the community that surrounds them, they were selected to provide them with an alternative to some of the negative pressures that are in their environment.

The Coca-Cola Valued Youth Program at Lincoln Middle School has proven very successful. Of the 48 students who participated in one or both of the first 2 years, at least 81 percent are still in school. Traditionally, when the program has been in a school for 2 or 3 years, the retention rate goes up to 98 percent.

We have students with truancy problems. One student in our program was absent from school more than 60 days the previous year. Because of it, she was held back 1 year. This year, she has missed only 17 days. During this last 8-week period, she has not missed any days, and she is passing all of her courses. I attribute most if not all of the turnaround to her participation in the tutoring program.

We have also had students with discipline problems. For example, one young man was referred at least 15 times for discipline last year. This year, he has only been referred three times. Of the six students who were retained last year and selected for the program this year, so far, five are on target to move to the next grade. During this year, the mother of one student came to tell me how happy she was with her son being in the program. She spoke about how his attitude has changed at home and how much easier he is to talk to. His grade-point average has gone from 0.5 to 3.7.

As I have worked with the elementary schools, elementary teachers are constantly asking me when are they getting more tutors. They love the consistency of the program. The tutors show up every day. They love the fact that the tutors are young and make quick connections with the tutees. The tutees idolize the tutors; they want to please them and do well for them. Some elementary teachers have said they would rather have Valued Youth tutors than college students, because they feel the positive outcomes have been much greater with the younger tutors. The tutors are also kids from their own communities; they see them every day.

The Coca-Cola Valued Youth Program has been one of the most successful programs in our school over the past 3 years, and we hope to continue the program and even expand it next year. Al-

though the primary focus of this program is dropout prevention, rigorous research has shown that it has many positive impacts for students in academics, self-concept, responsibility, attendance, family relationships, as well as impacts for schools like keeping students in school, discipline, improved relationships with families, and embracing a new philosophy that all students are valuable, and none is expendable.

Thank you.

[The prepared statement of Mr. Adams follows:]

PREPARED STATEMENT OF COURTNEY ADAMS

My name is Courtney Adams. I am a teacher at Lincoln Multicultural Middle School. I have taught at Lincoln Middle School in the D.C. Public Schools for nine years. In January 1997, I became the teacher coordinator for the Coca-Cola Valued Youth Program. This program was created by the Intercultural Development Research Association and has received outstanding recognition for its success. It is a cross-age tutoring dropout prevention program that takes middle and high school students who are considered at-risk of leaving school and places them as tutors of elementary students. The students tutor these younger children (called tutees) in core subjects such as reading, math and language arts.

The program gives tutors an opportunity to develop and improve their own academic skills while helping younger students. It also places them in positions of responsibility, which allows them to improve their attitudes toward school and demonstrate their value as students. School officials also learn to recognize that value.

The tutors are paid a minimum wage stipend to show how important their work as tutors is. The students tutor four days a week during their particular class period and meet one day to participate in a class where they discuss progress of their tutees and issues that come up as they tutor. They also participate in teambuilding and personal awareness activities.

During the past three years, we have had 65 tutors in the program. The students are selected for the program because (1) they are underachieving academically and/or (2) they are struggling with their attendance or discipline. Teachers from Lincoln Middle identify many of students as being at-risk because they live in a community where there is a lot of gang activity, they have friends or family who use drugs, they have been in trouble with the law, or they have a history of truancy or poor grades. Not all of our students fit these specific criteria, but many of them experience one or more of these difficulties. Some of the students selected for the program are not presently having academic difficulties in school, but because of the community that surrounds them. They were selected to provide them with an alternative to some of the negative pressures that are in their environment.

The Coca-Cola Valued Youth Program at Lincoln Middle School has proven very successful. Of the 48 students who participated in one or both of the first two years, at least 81.2 percent (39) are still in school. Traditionally, when the program has been in at a school for two or three years, the retention rate goes up to 98 percent.

We have students with truancy problems; one student in our program was absent more than 60 days from school the previous year. Because of it, she was held back one year. This year, she has missed only seven days. During this last eight-week period, she hasn't missed any days. She is passing all of her courses. I attribute most of the turn around, if not all, to her participation in the Coca-Cola Valued Youth Program.

We have also had students with discipline problems, for example one young man was referred at least 15 times for discipline problems last year. This year he has only been referred three times.

Of the seven students who were retained last year and selected for the program this year, so far six are on target to move to the next grade.

During this year, one student's mother came to see me to tell me how happy she was with her son being in the program. She spoke about how his attitude has changed at home and how much easier he is to talk to. His grade point average has gone from a 0.5 (below failing) to a 3.7 (B+).

As I have worked with the elementary schools, elementary teachers are constantly asking me when are they going to get more tutors. They love the consistency of the program. The tutors show up every day. They love the fact that the tutors are young and make a quick connection with the tutees. The tutees idolize them, they want to please the tutors and do well for them. Some elementary teachers have said they would rather have a Valued Youth tutor than a college student because they feel

the positive outcomes have been much greater with the younger tutors. The tutors are also kids from their own communities.

The Coca-Cola Valued Youth Program has been one of the most successful programs in our school over the past three years, and we hope to continue the program and even expand it next year. Although the primary focus of this program is dropout prevention, rigorous research has shown it has many positive impacts for students in academics, self concept, responsibility, attendance, family relationships as well as impacts for schools like keeping students in school, discipline, improved relationships with families and embracing a new philosophy that "all students are valuable, none is expendable."

Thank you for allowing me to testify before this committee.

Intercultural Development Research Association

Coca-Cola Valued Youth Program

The Coca-Cola Valued Youth Program, created by the Intercultural Development Research Association (IDRA), is an internationally-recognized cross-age tutoring program. Since its inception in 1984, the Coca-Cola Valued Youth Program has kept 5,500 students in school, young people who were previously at risk of dropping out. According to the Valued Youth creed, *all students are valuable, none is expendable.* This philosophy is helping more than 157 schools in 16 cities keep 98 percent of Valued Youths in school, keeping these young people in the classroom and learning.

For more than 14 years, IDRA and The Coca-Cola Foundation have worked together in a unique partnership that is making a visible difference in the lives of more than 68,500 children, families and educators. The idea behind the Coca-Cola Valued Youth Program – taking students who are considered to be in at-risk situations and placing them as tutors to younger students – is very unusual. But *we knew we would have to take some intelligent risks to be a catalyst for programs that work.* The Coca-Cola Valued Youth Program is a program that works consistently and dramatically everywhere it has been.

The Coca-Cola Valued Youth Program works by placing junior high and high school students in positions of academic responsibility as tutors to elementary school youngsters. Tutors are paid a minimum wage stipend for their work, reinforcing the worth of the students' time and efforts. Tutors consistently report that they feel better about themselves and their prospects. Valued Youth tutors also improve their grades and stay in school. Another benefit of the program is its impact on families outside and in conjunction with the schools: improved communication between schools and families, lessened financial burden and renewed family pride. Family involvement is an integral part of the program.

From its beginnings in one Texas city, the program has grown dramatically. Today, it is in schools in California; New Mexico; Illinois; Puerto Rico; Texas; and Washington, D.C., as well as Brazil and Great Britain. About 90 percent of the secondary students served by the program are Hispanic.

The program has received recognition as an exemplary program by the U.S. Department of Education's Program Effectiveness Panel (for inclusion in the National Diffusion Network), the Texas Education Agency, the Corporation for National and Community Service, the Peter F. Drucker Foundation for Nonprofit Management, and the former U.S. President George Bush. It was one of only 30 programs worldwide to be selected for inclusion in the International Youth Foundation data base.

The Coca-Cola Valued Youth Program has been featured as an educational model in books by the Committee for Economic Development, National Center for Service Learning in Early Adolescence, and the Urban Institute; and in newsletters and journals of the National Education Association, National Dropout Prevention Network, Center for Corporate Community Relations, Project Literacy U.S., and the National Clearinghouse for Bilingual Education.

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The Coca-Cola Valued Youth Program has been identified as a promising program in a new book, *Show Me the Evidence! Proven and Promising Programs for America's Schools*, by Dr. Robert E. Slavin and Dr. Olatokunbo S. Fashola. The authors report that the Coca-Cola Valued Youth Program is one of only two programs designed to increase the high school graduation rates of at-risk students that met the standards of their review, including rigorous evaluation evidence.

Evaluation is crucial to implementing a program and to making it better as it goes along. Evaluation of the program consists of quantitative and qualitative measures – including school life scores; grades in mathematics, reading and English; achievement test scores; disciplinary action referrals; and absenteeism rates. A pre-test and post-test design measures the program's effect on tutors' perceived self-concept, language proficiency, aspirations and expectations, feelings of belonging in school, and relationships with family members. The data is collected throughout the school year through surveys, formal observations and in-depth interviews. End-of-year evaluation reports are provided to all program sites to inform them of the program's affect on students and to assist them in making any needed adjustments in implementation for the next year.

The program also has received special media attention including a Barbara Walters' ABC television special, *Survival Stories*, and recognition as a "program that works" as part of a NBC special called, *Everybody's Business: America's Children*, hosted by the Today Show's Katie Couric.

The Coca-Cola Valued Youth Program helps schools and communities see what is on the inside – the inherent value and potential of each child. The partnership between IDRA and The Coca-Cola Foundation makes sense because we both look for unusual ways to make a direct impact in the classroom. We both share a long-term commitment to support excellence and innovation in education.

Coca-Cola Valued Youth are an inspiration to the children they tutor, positive leaders among their peers, motivated learners to their teachers, a source of pride to their parents, and contributors to their communities.

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Fact Reference Sheet

The Coca-Cola Valued Youth Program is launching a national expansion into six new markets. The program expansion is supported by The Coca-Cola Foundation, which brings its total investment in the program to $3 million.

The program is currently in more than 159 schools in 16 cities across the United States (California, New Mexico, Washington, D.C., Illinois and Texas) Puerto Rico, Great Britain and Brazil.

Since its inception in 1984, the program has kept more than 5,500 students in school, young people who were previously considered at risk of dropping out.

In 1998-99, more than 3,000 students are participating in the program as tutors and tutees. Since 1990, more than 22,000 students, parents, teachers and administrators have participated in the program.

The program has maintained a less than 2 percent dropout rate for its participants for the last decade.

Since its inception in 1984, more than 68,500 students, parents, teachers and administrators have been impacted by the program.

Tutors' grades, achievement test scores, attendance and disciplinary action, self-concept, and attitudes toward school all have improved, many times dramatically.

In the 1996-97 school year, less than 1.2 percent of Valued Youth tutors dropped out of school that year, compared to a 29.4 percent dropout rate for U.S. Hispanic students and a 11 percent national dropout rate.

In a four-year tracking study of one school district in Texas, where the program is in place, 100 percent of the Valued Youth tutors graduated from high school and 77.3 percent went on to college or technical school – compared to less than 6 percent of the U.S. Hispanic student population who entered higher education during that time.

In several San Antonio independent school districts, the dropout rate among participants fell from 50 percent to 2 percent since the program was introduced.

One tutor was absent only 19 days one year. The previous year (pre-Valued Youth), he was absent 129 days (four months).

One student increased his grades by more than 10 points in mathematics, reading and English. The same student also decreased visits to the principal's office from 19 to five and went from 51 days absent the previous year to zero.

The average number of disciplinary referrals for Valued Youth tutors decreased by 20 percent during the 1994-95 school year.

The CHAIRMAN. Thank you, Mr. Adams.

We are also lucky today to have two of the student tutors with us from Lincoln Multicultural Middle School, Marcus Price and Anna Rosario. I think it would be helpful to the members of the committee if you would give us a little bit of information about your participation in the Coca-Cola Valued Youth Program.

Mr. Price.

Mr. PRICE. Hi. My name is Marcus Price. I am a seventh-grader at Lincoln Middle School here in Washington, DC. I live with my mother and my two brothers. One of my brothers attends Radford Virginia College, and my other brother is an artist.

I have been in the Coca-Cola Valued Youth Program for 1 year. I tutor two first grade students in math and phonics. Their elementary teacher tells me what the tutees are having trouble with.

When I first worked with them, the tutees did not know how to add or subtract. Now that I have worked with them, they do. Their attitude has improved also. At first, they would not listen to me. Now they are happy to see me. They come and give me hug, and when I do not go to tutor, they miss me. The elementary teacher I work with told me that she really has seen improvement in the tutees since the beginning of the school year.

The program has helped me a lot, too. Last year, I used to do my work, but I did not really take it seriously. I used to hang out in the hallway; I did not care about school. I thought I could get off with an easy education.

My attitude has changed. I used to talk back to teachers and did not care what any of them said. But since I have been in the program, I now know that I should not disrespect them. My mom says I have really changed since I have been in the program, even since the first couple of days. When I come home, I am really glad to see her. I always tell my mom, "I love you, mom." She always tells me how much I have improved.

I think I have improved because I have been working as a tutor in this program. The Coca-Cola Valued Youth Program has changed my attitude about being a good student. The teacher coordinator, Mr. Adams, really helped me. He tutors me and helps with the problems I have. He also teaches us to be on time. He wants us to have a better life. I am glad I am in the program. I really want to help the tutees.

I am also glad I am getting paid. This is my first job. I have become more responsible, too. One day last week, I saw one of my first grade tutees on the playground by himself at 8 o'clock at night. I saw him there, and I took him to eat and then took him home. I was worried that he was out there by himself, and I thought it was my responsibility to help him.

I knew that if I got into the program, I would have to change. I knew I was going to have to be an example to the younger kids. I am glad for this program because it really did change my attitude, and my grades got better.

Thank you for letting me come here today and tell you this story.

The CHAIRMAN. Thank you very much, Marcus.

Anna.

Ms. ROSARIO. Good morning, ladies and gentlemen. My name is Anna Rosario. I am a seventh-grader at Lincoln Middle School. I live with my mom and dad and my two brothers.

I have been in the Coca-Cola Valued Youth Program for 2 years. During my first year as a tutor, I tutored kindergarten. I taught them their ABC's and started them reading. This year, I am tutoring two first grade students at Bancroft Elementary School. I tutor them in math and reading vocabulary. The first grade teacher gives me the assignments for the tutees. She tells me that the tutees have improved their vocabulary since I started working with them.

The tutees used to play around a lot. Since I started tutoring them, I have taught them that when it is time to work, it is time to work, and when it is time to play, then you can play. I feel that I have helped them feel better about themselves. They used to feel like they could not do the work. Now they complete the work and even ask for more. I have made the work fun for them.

Before I participated in the Coca-Cola Valued Youth Program, I did not like school. A few times, I even participated in "skipping parties." I almost got involved in a gang because I am at that age when you do not care about what anybody says. My friends drank, and they would always say, "Get in, get in." I disrespected my teachers and even my mom. I had terrible grades. I made F's in school.

Today, now that I have been in the program, I want to come to school. I participate in sports. I try hard to do all my work. I respect my teachers. I am more mature about my work and other responsibilities. Now I make A's and B's, and I get along with my mom. It is a better picture of my life.

Mr. Adams, my teacher coordinator, has helped me because he has encouraged med to be more mature and responsible. He has told us that we have to be role models to our tutees.

Being part of the Coca-Cola Valued Youth Program teaches you a valuable lesson. Before I became a tutor, I did not do my work, and my teachers would get upset. Now that I am a tutor, I get upset when my tutees do not do their work. So I have learned that I should pay attention and do my work in class. Now I try hard to do my work. I can see that my teachers feel good about what I have done. And when I get A's on my homework, I feel like all that hard work was not for nothing.

I am glad that I became a tutor in the Coca-Cola Valued Youth Program because it made me see things differently. I have become more mature and a better student. Thank you for letting me tell you part of my story.

The CHAIRMAN. Thank you very much. That was very helpful. Ted Kennedy and I are tutors as well, so we understand. And we have over 200 Senate staffers who go over and tutor once a week at noontime. So I know the rewards of it, too, and I never see Senator Kennedy there without a smile, so I try to keep him there as much as I can. [Laughter.]

Senator KENNEDY. I think I will leave that alone. Some people around here never see me with one. [Laughter.] I want to thank you both very much.

The CHAIRMAN. Dr. Ebrahimi.

Mr. EBRAHIMI. Thank you. I have a brief videotape to show you. It was difficult getting it down to 7½ minutes.

[Videotape shown.]

Mr. EBRAHIMI. Mr. Chairman, we have an easel in the back for those ladies and gentlemen who would like to continue solving those problems. [Laughter.]

Mr. Chairman, Senator Kennedy, members of the committee, thank you for inviting me to speak to you today.

My name is Hamid Ebrahimi. I am the chief executive officer and the national director of a successful nonprofit program that significantly improves the educational success of low-income and minority students in collaboration with urban school districts, universities and corporations.

My purpose here is twofold—to underscore the urgency of acting to solve the problems of dropout prevention and education of the other forgotten half, and to introduce you to Project SEED, a remarkably successful approach to solving these problems.

We are the greatest Nation in the world. We have the strongest economy, the strongest military, the most free and open democratic society in the history of civilization, and yet we are faced with a pernicious danger, a ticking time bomb that strikes close to home and threatens to destroy us from within. Although it may seem innocuous at the outset, the fact that close to half of any group of ninth-graders in any inner city in America will not graduate from high school should be an educational call to arms.

The consequences of failing to act now to remedy this situation will be devastating to us all. Without the skills necessary to compete in the ever more technological economy of the 21st century, dropouts face a lifetime of despair and desperation, hopelessly unprepared and virtually shut out from any meaningful employment, without opportunity in this land of opportunity.

The social, monetary and psychological consequences to the country as a whole will be incalculable. We need to act now, we need to act decisively, we need to act with conviction, and we need to act intelligently.

Dropouts are born at the elementary school level. Any effective dropout prevention effort must focus on essential skills and must begin at an early age when each student's academic future is charged, often indelibly. The importance of higher mathematics, beginning with algebra and geometry, has been well-documented. Most people's experience in learning mathematics is fraught with fear and trepidation, and many adults have painful memories from their high school and university mathematics courses.

Sad to say, the situation is getting worse. As school districts struggle to find qualified mathematics teachers, they are often forced to hire instructors who have studied little if any mathematics and have little training in how to teach this crucial subject. The vast majority of teachers assigned to teach mathematics are not credentialed for the subject. Mathematics instruction becomes rote memorization, without any understanding of dry formulas intoned by instructors who read from one page of a textbook to the next. Their responses to student questions are often misleading and sometimes even incorrect.

We must focus our efforts on effective, proven and established remedies. We must build on programs that have a demonstrated track record of making effective and essential change—programs that have made a sustained positive impact on students' academic success. Project SEED is such a program.

We all know the success experiences are incredibly powerful motivators. Success begets success. When you have taken on a challenge and successfully completed it, You feel stronger and more confident, prepared for the next formidable task. It is not without reason that corporations spend millions of dollars putting their executives through obstacle course training. I can attest to this from my own experience of becoming a paratrooper by completing jump school at Fort Benning, GA as a very, very young man. The same was true for me on successfully completing my first course in calculus.

Success in higher mathematics can provide the same kind of empowerment to our inner city youth. Based on this concept and backed by 36 years of practice, Project SEED demonstrates incontrovertibly that there is a solution to the problem of dropouts and the education of the forgotten half.

The program is as unique and cost-effective today as it was 26 years ago when Senator Kennedy introduced it to the U.S. Senate through a demonstration lesson. A bipartisan effort with Senators Kennedy, Mondale, Taft, Magnuson and others resulted in legislation which provided funding for Project SEED nationwide for a period of 7 years.

The components that make Project SEED so unique and effective include direct classroom instruction by master teachers, a professional development model considered to be one of the best of its kind in the Nation, and the development of curriculum designed to reinforce basic skills and enable students to successfully understand and complete higher mathematics courses.

In the interest of time, I will forego the full explanation of these components and the evaluation results, which are detailed in my written testimony.

I hope that you will leave here today uneasy about the plight of the inner city child while at the same time encouraged by the success and solutions presented to you by Project SEED.

My words today can only draw a one-dimensional picture of the remarkable events that go on daily in a Project SEED classroom. The videotape is two-dimensional. I urge you to see the full three-dimensional model of dropout prevention at its best by personally visiting a Project SEED class, as Senator Jeffords is planning to do. After the visit, I am confident that you will take the necessary and responsible action to end the status quo. Then I will have accomplished my purpose here today.

Thank you.

[The prepared statement of Mr. Ebrahimi follows:]

PREPARED STATEMENT OF HAMID EBRAHIMI

Mr. Chairman, Senator Kennedy, members of the committee. Thank you for inviting me to speak to you today.

My name is Hamid Ebrahimi. I am the chief executive officer and national director of Project SEED, an innovative and highly successful 36 year old national nonprofit organization that significantly improves the educational success of low-income

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and minority students in collaboration with urban school districts, universities and corporations.

My purpose here today is twofold: to underscore the urgency of acting to solve the problems of dropout prevention and education of the other forgotten half, and to introduce you to Project SEED, a remarkably successful approach to solving these problems.

We are the greatest nation in the world. We have the strongest economy, the strongest military, the most free and open democratic society in the history of civilization, and yet we are faced with a pernicious danger, a ticking time bomb that strikes dose to home and threatens to destroy us from within. Although it may seem innocuous at the outset, the fact that dose to half of any group of 9th graders in any inner city in America will not graduate from high school should be an educational call to arms.

The consequences of failing to act now to remedy this situation will be devastating for us all. Without the skills necessary to compete in the ever more technological economy of the 21st century, dropouts face a lifetime of despair and desperation, hopelessly unprepared and virtually shut out from any meaningful employment—without opportunity in this land of opportunity. The social, monetary and psychological consequences to the country as a whole will be incalculable. We need to act now; we need to act decisively; we need to act with conviction; and we need to act intelligently.

"Dropouts" are born at the elementary school level. Any effective dropout prevention effort must focus on essential skills and must begin at an early age when each student's academic future is charted, often indelibly. The importance of higher mathematics, beginning with algebra and geometry, has been well documented. Numerous studies, among them those of the College Board and the U.S. Department of Education, have underscored the importance of higher mathematics in relation to high school completion and college entrance. Furthermore, the TIMMS reports show the United States lagging behind other countries in the mathematical skills essential to compete in the 21st century economy.

We all know that proficiency in higher mathematics is imperative both to individual success and to the continued global economic leadership of our country. In response, many states and school districts have made the completion of algebra by the 9th and some by the 8th grade a requirement. At the same time, the shortage of qualified mathematics teachers is becoming epidemic. The implications of these two statements are devastating, particularly for the future. However noble the goal of raising the requirements in higher mathematics, it will create an immediate rise in the dropout rate unless radical changes are made at the elementary school level.

Most people's experience in learning mathematics is fraught with fear and trepidation, and many adults have painful memories from their high school and university math classes. Sad to say, the situation is getting worse. As school districts struggle to find qualified mathematics teachers, they are often forced to hire instructors who have studied little, if any, mathematics, and have little training in how to teach this crucial subject. The vast majority of teachers assigned to teach mathematics are not credentialled for the subject. Mathematics instruction becomes rote memorization, without any understanding, of dry formulas intoned by instructors who read from one page of a textbook to the next. Their responses to student questions are often misleading and sometimes even incorrect. Imagine the plight of a youngster who has not mastered the prerequisites for algebra but is thrust into such an environment. This is a looming crisis that we must address with all the energy and focus it took to put a man on the moon. Our effort to reform and effect change for the forgotten half cannot be passive or piecemeal. Issuing edicts and setting goals without establishing sound programs is akin to expecting people to improve their physical condition only by watching sports on television. Nor can we be successful by treating the symptoms of the problem without tackling its roots.

I heard an apt analogy to describe our response to many problems. We have become a nation of mop-makers. When faced with an overflowing sink, we throw all our energy and effort into building better mops. We can study and analyze the theory of mop building. We can apply more and more advanced technology to the design and manufacture of mops. We can, in fact, produce the quintessential mop, but sooner or later, we had better address the problem at its source.

If we apply the analogy of the overflowing sink to the dropout problem and the failures of the educational system in our inner cities, we must focus our efforts on effective, proven and established remedies. We must build on programs that have a demonstrated track record at making effective and essential change, programs that have made a sustained, positive impact on students' academic success. Project SEED is such a program.

Many students drop out because they are unsuccessful in school or believe that they cannot be successful. Inner city students overcome many barriers simply to attend school, and often the only motivation to surmount these challenges is academic success and a well-placed sense of self worth. There really is something to the childhood story. I think I can," is a prerequisite for success.

We all know that success experiences are incredibly powerful motivators. Success breeds success. When you have taken on a challenge and successfully completed it, you feel stronger and more confident, prepared for the next formidable task. It is not without reason that corporations spend millions of dollars putting their executives through obstacle course training. I can attest to the validity of this from my own experience of becoming a paratrooper by completing jump school at Fort Benning, Georgia as a young man. The same was true for me on successfully completing my first course on calculus.

Based on my own experience, I am profoundly aware that we an need success experiences. They are however, all too few and far between for inner city children. Success in higher mathematics can provide the same kind of empowerment to our inner city youth. Based on this concept, and backed by 36 years of practice, Project SEED demonstrates incontrovertibly that there is a solution to the problem of dropouts and the education of the forgotten half.

Project SEED, founded in 1963 in Berkeley, California by William Johntz, unleashes the academic potential of underachieving students by using the very subjects that confound many adults: algebra, calculus and higher mathematics. Johntz reasoned that students who were successful at higher mathematics would be more confident about their academic abilities—If you're a "math whiz," the worst you may be called is an "egghead" but you'll never be called "stupid." He believed that low achieving, unmotivated students would respond when taught algebra by mathematically trained instructors who used an effective adaptation of the Socratic method and that these students were not only ready, but eager, to master algebraic concepts at an early age. Thirty-six years of experience have proved his theories correct Bill Johntz's insights and methods, refined and extended by other mathematicians over the years, underlie Project SEED. The program is as unique and cost effective today as it was 26 years ago when Senator Kennedy introduced it to the U.S. Senate through a demonstration lesson. With enthusiastic support in the House, Senator Kennedy, with Senators Mondale, Taft, Magnuson and others, sponsored a special section in the Emergency School Aid Act that provided funding for Project SEED programs across the country lasting for seven years.

The components that make Project SEED so unique and effective are: direct classroom instruction by master teachers; a professional development model considered to be one of best in the nation; and the development of curriculum designed to reinforce basic skiffs and enable students to successfully understand and complete higher mathematics courses. Crucial to Project SEED's success are the background and training of the instructors, the pedagogy, the curriculum and ongoing curriculum development, the emphasis on teaching full, heterogeneous classes, and the professional development for classroom teachers: The instructors: Project SEED brings mathematicians, scientists and engineers into urban elementary and middle school classrooms on a daily basis to teach abstract, conceptually oriented mathematics as a supplement to the regular curriculum. Project SEED trains its instructors, known as mathematics specialists, to use a dynamic, interactive, Socratic method of instruction developed by Project SEED, which leads students to discover mathematical principles by answering and exploring questions posed to them. Ongoing training, workshops, and peer critiquing for the project staff ensure that a high quality of instruction is maintained at all times.

Project SEED lessons focus on discovery, conceptual understanding, problem solving methods and critical thinking, not rote memorization of algorithms. Because of their deep knowledge and understanding of mathematics, the mathematics specialists are able to capitalize on students' innovative thinking, explore tangents inspired by students' curiosity, and modify their questions based on students' responses. Involving students in the process of their own education, the mathematics specialists create an atmosphere of excitement, intellectual inquiry and vigor in which students experience a sense of accomplishment and mathematical empowerment because they have discovered important mathematical concepts for themselves.

• The methodology: Project SEED instructors have developed a research proven pedagogy which uses a variety of techniques and strategies to gain feedback from the students, keep the entire class involved, and ensure student success. A system of hand signals allows all students to respond to each question, which they do enthusiastically. Hands waved rapidly back and forth in front of the chest indicate disagreement with an answer or a point being made; arms in the air indicate agreement; other signals communicate partial agreement, indecision and questions. Stu-

dents may be asked to show answers on their fingers, to chorus answers as a group or to respond on paper.

These techniques serve several purposes. First, they provide opportunities for all students to stay involved and to participate continuously. Second, the instructor is able to monitor the level of understanding of the entire class and to modify the flow of the curriculum accordingly. Third, the techniques are a classroom management tool. They allow students to respond frequently and enthusiastically while maintaining an atmosphere of decorum and respect. Finally, many shy or uninvolved students begin their participation with chorus or nonverbal responses, gaining confidence over time to volunteer their answers individually. This is particularly true of students whose language skills are limited or who have come to think of themselves as "slow."

• Curriculum and curriculum development. The Project SEED curriculum, which includes topics from algebra, calculus and other higher mathematics courses, is chosen to reinforce the grade level curriculum for each district and to prepare students for success in more advanced classes. Concepts are presented in a spiral fashion so that students revisit topics periodically from a different viewpoint, gaining new understanding and deeper insights each time. Early success in advanced mathematics provides a jump start for students which ensures continued success. The children gain a sense of mathematical power and the belief that they can be academically successful.

• Heterogeneous classes: Very few programs have the ability to work successfully with intact classes of heterogeneously grouped students. All too often, special programs single out either high or low-achieving students. In the first case, the low achievers are obviously left behind. In the second, they still fall farther behind, this time with the stigma attached of being assigned to remedial classes. This is because while remediation is trying to correct the curriculum shortfall from previous years, their classmates continue to move forward. Project SEED is able to work with an intact class of students of varying achievement levels and provide a significant learning experience for all of them.

• Classroom teachers: Project SEED works in partnership with the regular classroom teachers to strengthen the program throughout the school day. Professional development for the teachers enables them to incorporate Project SEED's interactive, discovery strategies into their teaching of mathematics and other subjects.

There have been numerous formal evaluation studies that have documented the effectiveness of Project SEED during its 36-year existence. I know of no other program in the nation that has been evaluated so thoroughly and extensively with such consistent results. Dozens of studies have shown the impressively positive impact of Project SEED on student& academic achievement both in higher mathematics and in basic skills.

The most extensive longitudinal study involved thousands of Project SEED students in Dallas (composed primarily of students from low-income African-American and Hispanic families) and their matched comparison groups over an eight-year period. This study, corroborated by a similar longitudinal study in Detroit and recent studies in five other urban districts, as well as earlier studies, found:

• Project SEED students significantly outscored comparison students on tests of algebraic skiffs.

• Project SEED students after only one term of instruction scored significantly higher on standardized mathematics achievement tests than matched comparison students.

• Project SEED students, although starting at the same achievement level as the comparison students in the third grade, typically scored a full year ahead of the comparison students by the sixth grade, and in the eleventh grade continued to score higher than their matched counterparts. This is a remarkable result because most educational gains by innovative programs typically fade over time. Five years after their last Project SEED instruction, these students were still in school and continuing to be successful.

• Project SEED students take more mathematics courses in secondary school, including more advanced mathematics courses.

• Project SEED students are less likely than comparison group students to be held back a year. There is strong research evidence that students who are forced to repeat a grade are more likely to drop out than students with the same skills who are allowed to move on with their class.

These impressive statistics translate to life changing experiences for individual students:

Lester, a fifth grade student in Dallas, seldom attended school. When Project SEED entered his classroom, something connected with Lester. He started coming to school just for the Project SEED lesson, at first continuing to skip the rest of the

school day. By the second year, he had perfect attendance and had become an eager and successful student who went on to graduate from high school and enroll in college.

Lester is not unique. Anna in Indianapolis was so shy her father thought her participation in a Project SEED would be overwhelming. Anna not only became successful in the classroom but during a demonstration, she summoned the courage to volunteer to go to the board to work out a problem in front of a large audience. D'Yancy in Oakland whose mathematical brilliance shone during Project SEED lessons had a reputation for being a poor student. Demarron of Dallas, a shy nervous student struggling with his speech in elementary school, attributes his earning a scholarship to study engineering at Florida A&M to his Project SEED lessons in fifth and sixth grade. And, there are thousands more examples.

Project SEED is not only instructionally effective; it is cost effective. At a cost less than most Title I programs, Project SEED represents a sound investment in our children and our nation's future.

With such overwhelming need and evidence, the choice should be clear. Will we continue to reinvent the mop or do we have the will to make tough decisions and to focus our resources on efforts that we know to be successful?

Corporations spend billions of dollars every year, far more than the combined budgets of all the universities in the country, to upgrade the skills of their workers. Preventing dropouts and educating the forgotten half is not only necessary but it is the responsible course of action to ensure the creation of the well-qualified workforce and productive citizens that a strong economy and healthy society require. It will take a strong, coordinated, consistent and sustained effort, which starts early and commits sufficient resources to make the necessary difference. We cannot mend a broken leg with a Band-Aid, and we cannot reverse the academic fate of tomorrow's dropouts with a token, piecemeal effort after they are already in high school, gravely at-risk.

Billions of dollars have been spent on educationally needy students, and yet the dropout rate remains high and the achievement gap continues. Resources must be targeted wisely. The responsible course is to invest in programs such as Project SEED that have proved they can make a difference.

The prognosis for the forgotten half can be changed. Students can be given academic success and self-confidence, but we have to start early and focus our efforts on proven models of instruction. A dollar spent on effective prevention today will save tens of thousands of dollars on social remedies tomorrow.

I hope that you will leave here today uneasy about the plight of the inner city child while at the same time encouraged by the success and solutions presented to you by Project SEED.

My words today can only draw a one-dimensional picture of the remarkable events that go on daily in Project SEED classrooms. The videotape is two-dimensional. I urge you to see the full three-dimensional model of dropout prevention at its best by personally visiting a Project SEED class. After the visit, I am confident that you will take the necessary and responsible action to end the status quo. Then I will have accomplished my purpose here today. Thank you.

The CHAIRMAN. Thank you, Doctor, for a very interesting and helpful demonstration.

I thank all of you for your testimony in this very, very difficult but extremely important area and for giving us confidence that there are ways of solving these problems.

My concern is that there are many good programs, but nothing seems to get replicated. How can we move these programs that are out there and are successful across the Nation? A problem that I have generally is that with all the money that we spend on research, there is very little evaluation and even less replication. That is what I want to concentrate on and that is why I have you here today, to find out what we can do to get massive replication in a sense on some of these, because the problems are there, and years and years go by, and nothing really changes.

Dr. Ebrahimi, give me a little background on your school.

Mr. EBRAHIMI. Of the school, or of the program as a whole?

The CHAIRMAN. The school itself, first.

Mr. EBRAHIMI. We are across the Nation in a few States and cities, and the schools that we operate in are inner city schools in Philadelphia, Dallas, Oakland, and so on.

The strength of the program is that we work with intact classes, classes of heterogenous groups of students who are usually labeled low achievers, students who generally are lower in their test scores and are not given much hope for success. After being exposed to Project SEED, the result is what you saw in the videotape, which is more powerful than any words.

The CHAIRMAN. And when did they start in that program? This is a group of sixth-graders; correct?

Mr. EBRAHIMI. Right. This group had been in the program for 12 weeks, and the material that they are studying is, as you notice, very sophisticated. Generally, we would like to begin as early as possible. By the time students reach middle school and high school, the damage is done, and there are very little or few remedies that can correct that situation.

Our program tries to prevent that by reaching students as early as second or third grade, and through sixth grade and middle school, in order to empower the students to become successful when they reach high school and therefore, mathematics being the gatekeeper, go to college and graduate. The results and the participation of the students and their records are tremendous.

The CHAIRMAN. Well, they were talking calculus in the videotape. I took that course in college, and I remember it with less than great enthusiasm. When did they first get introduced to the concepts of calculus?

Mr. EBRAHIMI. When we enter a classroom, generally, the students are not really very proficient in their basic skills.

The CHAIRMAN. This is in the sixth grade that all of this occurs?

Mr. EBRAHIMI. Sixth grade, fourth grade, fifth grade. Of course, in sixth grade, they study the concept of calculus; in fifth grade, they begin with limits of series. For those of you who have taken courses in statistics and were mortified, and if you were any crosssection of my students at the university, it was not a best experience. These students begin dealing with that subject matter, and it is going to therefore make work later for them easy.

Kids at an earlier age can conceptualize and understand abstract conceptual mathematics far better than most adults can. It is much like a language. Kids can learn language much more easily than adults can. Kids can understand conceptually difficult and abstract mathematics much more easily if it is taught by someone who understands the mathematics and has a pedagogy that is effective in its delivery. The pedagogy being effective, you must deal with 30 to 35 students of different capability levels, from slow students to fast students, to shy students to aggressive students. You have to be able to manage that whole classroom while delivering this very sophisticated material and have a significant morsel for every, single student.

So when we begin in the classroom, very quickly, the students begin dealing with the abstract material which gives them a reason why they need to go ahead and understand the basics. And if I may give you an example of what I mean in mathematics—and I am

told, Senator Jeffords, that you are not shy about cutting people off when you think the time is too long——

The CHAIRMAN. I turn to Senator Kennedy then.

Mr. EBRAHIMI. If you begin with a problem such as this—and I will read this problem for you because most sixth-graders will read it—limit of the summation of 4 times 5 to the negative alpha as alpha goes from one to N, and N approaches infinity. Most educators in mathematics would understand this to be a fairly sophisticated problem.

When you expand this problem, ultimately, you will find out that you are going to come into 4 times 5 to the negative one as one of the terms, which translates into 4 times 5 to one-fifth, which translates into four-fifths.

Now, when you have to add this fourth-fifths to the next term, four-twenty-fifth, you see a reason why understanding fractions will allow you to do this problem, and students for the first time are given a reason for doing these rote and unnecessary things that they believe to be not so fun.

If you have difficulty with this when you observe a class of students, we will be glad to explain the parts of it for you. Also notice that this curriculum is designed to be spiraled, so that the fast students will be following this problem, the slightly slower students will see the material that was previously introduced in a different guise, all the way down, so there is something significant for every student in the classroom—and absolutely no lectures.

The CHAIRMAN. Thank you. I have taken most of the time today, and I will now call on Senator Kennedy.

OPENING STATEMENT OF SENATOR KENNEDY

Senator KENNEDY. Mr. Chairman, I thank you for giving focus to this issue of dropouts, as well as enormous hope as to what can be done and programs that are working. I could not agree more with you that we have information about the programs that are working and are making an impact, and we are missing the opportunity to really impact these young people. I think that is really a lost opportunity.

I want to commend our young tutors as well. I think you two deserve great credit for your willingness to work with students. I have seen so many instances where children can explain concepts to other kids in class which the teachers cannot and make the learning experience fun and enjoyable, and I think you have shared that experience with us.

One thing we tried to do in a related program that I was just talking with the chairman about is the national service program. We have the Serve and Learn Program in Springfield, MA, where the kindergarten children fold napkins and work with the homeless feeding programs, as well as make centerpieces for some of the feeding stations at congregate sites for elderly people. We have sixth-graders who go out to nursing homes and do the pantomime of the race between the rabbit and the hare, with a sheet and the little animals and so on. This is enormously popular with the elderly people in all the nursing homes around Springfield, from 8 to 12 in the morning. Then, they spend the afternoon tutoring kids while their parents are working. We have one school in Springfield that

had all kinds of difficulties with dropouts and troubled youth, and this school is now number two in the community. They are doing an extraordinary job and has had the impact which you related to us—the kids really get turned on and really want to become involved, where they were previously indifferent, not challenged.

So I think one of the great lessons of life is being challenged. I think our country does best, and we as individuals do best, and young people do better when they are challenged. I do not know why we should not expect that they are the same, and that if they get challenged and try to do something that is rewarding and satisfying, there is a lot that can be done. It is not these kids who are giving up; it is that the older people have given up on them.

So we have just got to try to see what can be done, and you have given us a lot of very good thoughts. I just admire you all for the work that you have been doing and continue to do, and I hope, Mr. Chairman, that when we come back to working on this legislation, we can use these experiences and find ways to make the scarce resources more effective. I think you have put your finger right on it, and I am very grateful to all of those who have dedicated their careers and their lives to trying to make a difference in the lives of these young people.

I have a statement, Mr. Chairman, that I would like to have included in the record.

I am very grateful to all of you for being here.

The CHAIRMAN. Thank you very much, Senator Kennedy.

[The prepared statement of Senator Kennedy follows:]

PREPARED STATEMENT OF SENATOR KENNEDY

Thank you Mr. Chairman, for holding this important hearing. Members of our committee have consistently voiced our concern about educating all children. Today's witnesses will provide impressive testimony about how the Nations's high schools are meeting the needs of the students that they serve.

In discussing those it called "The Forgotten Half" in 1988, the William T. Grant Foundation Commission told the Nation that students without postsecondary education had fallen far behind in the struggle for social stability and economic well-being. Today, these young men and women are still losing ground. Even in our booming economy, the ten million 18-to-24 year olds who don't go on to college after high school remain unemployed longer than those with college degrees. They rely more often on part-time, dead-end jobs. Their tenure in jobs is shorter and less stable, and they are paid less. In 1997, more than one-fourth of out-of-school young adults working full-time were earning less than $16,000 a year.

The point is clear—college education is the most effective preparation for productive careers. We need to make sure that post-secondary education is accessible and affordable for all students, whether they choose technical or community college or a 4-year degree. It is also critical that those who do not choose to continue their education immediately after high school graduation have the academic and technical skills to compete for good careers. These students need and deserve assistance so that they can acquire additional skills to move up the career ladder. High school programs should form partnerships with business, so that students can learn

about the demands of the workplace, and can make school choices that will give them a competitive edge when they leave school.

We know what programs work. We know that youth respond positively when they are in structured programs with on-going support throughout high school. We have created programs that are working well. TRIO programs provide support to students who are the least likely to be motivated to attend college. Program counselors advise students about course selection. They provide structured tutoring services and experiences that open the world of post-secondary education—college and vocational training—for students who would not have made those choices without this guidance. Yet TRIO programs reach only about 20 percent of the eligible population, so there is a clear need to expand these proven models.

The newest program, GEAR UP, is designed to provide support and motivation for middle school students. It involves partnerships between school districts and colleges and universities, and it is designed to send the message to all students that higher education is a realistic choice for every child.

Finally, we must adequately staff our schools, so that no child is forgotten. In the average middle and high school today, teachers may see up to 150 different students each day. A counselor faces a case load of 400 students or more. Clearly, with large caseloads like these, children cannot get the personal attention and support they need to make these life-shaping decisions.

During these years, children too often make the wrong choices—to become involved with violence or drugs, or to drop out of school. Schools and communities need to respond more effectively to the needs of these students, so that they can make better decisions.

Congress can do more to encourage these improvements by schools across the country. I look forward to the testimony of our witnesses today, and to working with our colleagues to deal more effectively with this critical aspect of the education challenges we face.

The CHAIRMAN. Senator Sessions.

Senator SESSIONS. Thank you, Mr. Chairman. This has been a most interesting panel, and Anna and Marcus, it was a delight to hear from you. With your enjoyment of tutoring, maybe you have the makings of being teachers yourselves down the road. And I can see Mr. Adams really enjoying and taking pride in your success. I know you are very proud of them, Mr. Adams.

Tell me about truancy from the perspective of a teacher, Mr. Adams. Do you think that that is driven primarily by kids who have fallen farther and farther behind, and by the time they reach 9th, 10th, 11th, 12th grade, they just do not feel like they can keep up, and they give up—or what other factors might be there?

Mr. ADAMS. I think that that is true. The seed gets planted a little earlier, as Mr. Ebrahimi said, and what happens is that as they get farther and farther behind, they are less motivated to come to class and listen to teachers tell them they are behind, listen to their classmates tell them they are behind, and they get discouraged.

There are other factors as well——

Senator SESSIONS. And that leads to the dropping out.

Mr. ADAMS. Yes. There are other factors as well in the communities, and sometimes there is not enough support at home. When someone falls behind, it takes extra effort to help that student build up his or her self-esteem to be motivated to get better and so on. In some communities, the structure is just not there, so these kids are basically on their own.

Those are some of the factors; there are others, too.

Senator SESSIONS. Mr. Fish, would you like to comment on that and the dropout rate?

Mr. FISH. Yes, thank you. There are two things that I want to comment on. I firmly believe we have got to begin to bring back into our schools—and people argue strenuously with me about this—social workers and psychologists, because we have many kids who come to us with so much baggage that education for them right now is not paramount. Until we begin to deal with those factors that keep them from being able to move forward, such as being victimized sexually or physically, addictions, depression, those things are not necessarily taken care of on the home front, and I argue strenuously that it is up to us as schools to find ways to bring the public sector into our schools to help us give those kids the support they need. Until we can do that, we will continue to find kids dropping out because they are unavailable for the educational part because they have too many other things that they are dealing with.

The other thing that I argue strenuously is that sometimes we attempt to take our kids and make them fit into the curriculum instead of having the curriculum meet the needs of the kids.

There is no problem with kids who do not want to go to college. In Montgomery County, we seem to have a stigma that says if our kids do not go to college, we have failed them. We have not failed them. First, we need to find out where kids' talents are, and once we find those talents, we need to begin to partner very strongly with the community and give those kids opportunities for job-like skills so that when they leave, they have marketable skills that can translate into the world of work.

I think we have pushed kids so much with the idea that you have to go on to a 4-year college, and you have to get that degree, that again, they turn off, they become unavailable, because it seems that we are trying to fit them into the way we want them to be instead of trying to meet the needs of each individual student.

Senator SESSIONS. In that regard, do you think students who are not going forward to college may receive substantial motivation and incentive to graduate and to master their learning if somehow they could be partnered with a private business and be working in a computer company or doing programming work part-time in harmony and in conjunction with their school work? Could that be done?

Mr. FISH. Absolutely. I have traveled in Europe a bit, and I have found that in many schools in Europe, for example, in England, all secondary students must participate in an internship program before they graduate. Part of the purpose of that internship program is to give them some skills, obviously, that will translate to other areas that they want to get involved in, but those skills may also translate into a permanent job.

We should be finding the connections in our communities to give our kids opportunities to partner with businesses. I have a landscape nursery management program at my school, and there is a joke that these are the kids who many people say just cannot make it in regular classes. They can make it in regular classes, but they happen to have a very good aptitude for what they do with their hands, and reading and writing are not necessarily at the top of the list. For those youngsters, we have partnered with various nurseries in our community, so those students attend classes for three or four periods a day and then actually go to job sites and work and learn not only the physical part of the job, but they learn behind the scenes in terms of the management part of a job. And hopefully, when those youngsters graduate—and many of them have done so—there will be jobs ready and available for them so they are not just out there, hanging out, doing nothing. That is the kind of thing that I think schools across this Nation have got to begin to do. We have got to establish those strong partnerships for kids.

Senator SESSIONS. I agree with that.

Would anyone else like to comment?

Mr. HALPERIN. I would like to build on that if I may. This committee and the Congress enacted the School-to-Work Opportunities Act. That Act has been enormously popular, enormously successful. Young people like it, and their teachers in their communities like it. The problem, of course, is that it has become involved with politics, and many accusations have been made against it. But in terms of what is known through evaluation studies, there is very impressive evidence. Young people do respond well to being treated as adults. You could see on that video sixth-graders doing work that we assume can only be done by older people. The same is true with employer connections.

If I may, Mr. Chairman, I would like to respond to your original question about how do we go from pilots and demonstrations to broader replication. It is a major issue in education. We change very, very slowly. We do not have what you have in agriculture—an agricultural extension service that goes out and talks to individual farmers and tells them about the best seed, the best fertilizer, the best methods of cultivation. We do not have what we have in medicine, where you have the pharmaceutical companies and the detail men going out to instruct doctors on what is available.

If you want to increase the pace of change—if you want to go from 800 high schools that work to 3,000 or 5,000, you need to provide the resources to intermediary organizations like the Southern Education Regional Board's High Schools that Work Program. If you want more career academies, you have got to enact legislation, as in Florida and California, so there will be more than 1,000 career academies. But it is difficult to do this except one-by-one, the way we operate right now.

Senator SESSIONS. How young can they be to attend the career academy program?

Mr. HALPERIN. There are career academies that have programs in elementary schools. It is a more intimate, smaller "school within a school" that has a career theme. You do not necessarily prepare to become a landscape technician or a computer technician or a

physician, but you use the subject matter of an occupational cluster to motivate young people, and they love it. They love to be doing things that are valued by adults.

If I may, Mr. Chairman, I would like to read into the record an op ed piece from yesterday's New York Times entitled, "Let Teenagers Try Adulthood." It is by Leon Botstein, who is the president of Bard College as well as a symphony orchestra conductor.

The CHAIRMAN. It will be made part of the record. Go ahead.

[The article referred to follows:]

Let Teen-Agers Try Adulthood

NY Times 5-17-99

By Leon Botstein

ANNANDALE-ON-HUDSON, N.Y.

The national outpouring after the Littleton shootings has forced us to confront something we have suspected for a long time: the American high school is obsolete and should be abolished. In the last month, high school students present and past have come forward with stories about cliques and the artificial intensity of a world defined by insiders and outsiders, in which the insiders hold sway because of superficial definitions of good looks and attractiveness, popularity and sports prowess.

The team sports of high school dominate more than student culture. A community's loyalty to the high school system is often based on the extent to which varsity teams succeed. High school administrators and faculty members are often former coaches, and the coaches themselves are placed in a separate, untouchable category. The result is that the culture of the inside elite is not contested by the adults in the school. Individuality and dissent are discouraged.

But the rules of high school turn out not to be the rules of life. Often the high school outsider becomes the more successful and admired adult. The definitions of masculinity and femininity go through sufficient transformation to make the game of popularity in high school an embarrassment. No other group of adults young or old is confined to an age-segregated environment, much like a gang in which individuals of the same age group define each other's world. In no workplace, not even in colleges or universities, is there such a narrow segmentation by chronology.

Given the poor quality of recruitment and training for high school teachers, it is no wonder that the curriculum and the enterprise of learning hold so little sway over young people. When puberty meets education and learning in modern America, the victory of puberty masquerading as popular culture and the tyranny of peer groups based on ludicrous values meet little resistance.

By the time those who graduate from high school go on to college and realize what really is at stake in becoming an adult, too many opportunities have been lost and too much time has been wasted. Most thoughtful young people suffer the high school environment in silence and in their junior and senior years mark time waiting for college to begin. The Littleton killers, above and beyond the psychological demons that drove them to violence, felt trapped in the artificiality of the high school world and believed it to be real. They engineered their moment of undivided attention and importance in the absence of any confidence that life after high school could have a different meaning.

> High school is a failure not worth reforming.

Adults should face the fact that they don't like adolescents and that they have used high school to isolate the pubescent and hormonally active adolescent away from both the picture-book idealized innocence of childhood and the more accountable world of adulthood. But the primary reason high school doesn't work anymore, if it ever did, is that young people mature substantially earlier in the late 20th century than they did when the high school was invented. For example, the age of first menstruation has dropped at least two years since the beginning of this century, and not surprisingly, the onset of sexual activity has dropped in proportion. An institution intended for children in transition now holds young adults back well beyond the developmental point for which high school was originally designed.

Furthermore, whatever constraints to the presumption of adulthood among young people may have existed decades ago have now fallen away. Information and images, as well as the real and virtual freedom of movement we associate with adulthood, are now accessible to every 15- and 16-year-old.

Secondary education must be rethought. Elementary school should begin at age 4 or 5 and end with the sixth grade. We should entirely abandon the concept of the middle school and junior high school. Beginning with the seventh grade, there should be four years of secondary education that we may call high school. Young people should graduate at 16 rather than 18.

They could then enter the real world, the world of work or national service, in which they would take a place of responsibility alongside older adults in mixed company. They could stay at home and attend junior college, or they could go away to college. For all the faults of college, at least the adults who dominate the world of colleges, the faculty, were selected precisely because they were exceptional and different, not because they were popular. Despite the often cavalier attitude toward teaching in college, at least physicists know their physics, mathematicians know and love their mathematics, and music is taught by musicians, not by graduates of education schools, where the disciplines are subordinated to the study of classroom management.

For those 16-year-olds who do not want to do any of the above, we might construct new kinds of institutions, each dedicated to one activity, from science to dance, to which adolescents could devote their energies while working together with professionals in those fields.

At 16, young Americans are prepared to be taken seriously and to develop the motivations and interests that will serve them well in adult life. They need to enter a world where they are not in a lunchroom with only their peers, estranged from other age groups and cut off from the game of life as it is really played. There is nothing utopian about this idea; it is immensely practical and efficient, and its implementation is long overdue. We need to face biological and cultural facts and not prolong the life of a flawed institution that is out of date. □

Leon Botstein, the president of Bard College, is the author of "Jefferson's Children: Education and the Promise of American Culture."

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Mr. HALPERIN. His point is that we kind of infantalize youth. We do not give them opportunities. We assume that they are not capable, and we get the results that we in effect cause—we get poor performance, or no performance.

Mr. EBRAHIMI. May I add something, Mr. Chairman?

The CHAIRMAN. Please.

Mr. EBRAHIMI. We have been around for about 36 years, and we are the model of "The Myth of Sisyphus." We constantly have to push the rock uphill. The fact that you produce excellence does not necessarily mean that you are greeted with open arms.

As Mr. Halperin said, pharmaceutical companies go to the doctors, and physicians are in a different position—they accept immediately. Within the educational system, we need a paradigm shift of an order in order to make change.

Your committee, with noble intent, begins and initiates an effort that gets lost in the translation by the time it gets to where the rubber meets the road, if you will. The effort to find those strategies that work and have been proven would be a tremendous success for the objective if that is done very carefully, and if we look at what works rather than going ahead and putting billions of dollars into systems that do not work.

There was a good analogy that we have become a nation of mop-makers—when we have an overflowing sink, we immediately apply technology to building a mop, and then we apply further technology, and eventually, we develop the quintessential mop.

We very seldom go ahead and look at the source. One reason why we have a difficult time with Federal funds is because there are so many balls and chains attached to them that by the time they get somewhere else, it is almost not workable.

So if you, Mr. Chairman, and the committee could, in the process of providing resources and allocating resources, definitively support those efforts that work, we would be far, far ahead.

The CHAIRMAN. Thank you.

Senator Murray.

Senator MURRAY. Thank you, Mr. Chairman, for holding this hearing and especially for inviting the young people today. I think the more we listen to them and hear what their experiences are, probably the better job we will do as a committee.

I really appreciated a number of the comments that have been made today, particularly on the School-to-Work programs. We have a great program in the State of Washington that is a dropout retrieval program using some School-to-Work funds that goes out and finds kids who have dropped out, brings them back in and teaches them vocational skills. Some of the kids in this program are the most articulate and motivated that I have spoken with, and I think the more we can do that, the better.

I am very worried about young kids in third and fourth grades who have already decided that they are not going to go to college—that is one thing—but they have also decided that they are failures because they are not going on to college. We need to find ways to make sure they understand that they are not failures and that there are other routes to success, and help them to accomplish that.

So I really appreciate all of your testimony.

Mr. Chairman, I do have another meeting I have to go to, but I did want to ask the young students today what about this program was different from what you had seen in the past? Why did it change your lives where other things have not—do you know?

Ms. ROSARIO. Because it teaches you to be more responsible. When you see someone younger than you that you are teaching, it makes you feel good about yourself; it makes you feel like you are doing something for them and for yourself, because you are learning to be responsible and mature about other things.

Senator MURRAY. Thank you.

Thank you, Mr. Chairman, and again, thank you especially to the young students who are here today. I really appreciate your input.

The CHAIRMAN. Thank you, Senator Murray.

Senator Sessions, go right ahead. I will be around for a while.

Senator SESSIONS. Thank you, Mr. Chairman. I just had one more question.

Dr. Ebrahimi, what is the key to the expansion of your program? Is it getting school systems to agree to the concept? Is it a need for more funds? It there a lack of teachers who want to go through the training? What would it take to expand that concept?

Mr. EBRAHIMI. On one level, all of those are problems. We have committed ourselves to producing excellence, and this happens with thousands of kids across the country—it is not just one or two. On any given day, you can walk into hundreds of classes and observe what you saw on the videotape.

When you commit yourself to excellence, believe it or not, we have mathematicians who come into the program from universities, from school systems, and from corporations who would not otherwise come to the program, so that is not a problem on that end. The training we provide is the absolute best training, and you see what you saw as master teachers.

What we really have a problem with is the inability on the part of all organizations to have long-term objectives and plans. If we had the ability to go ahead and say that for 10 years, we would get this group of students, the sky would be the limit. So it is the allocation of funds on the one hand and a long-term commitment to that which works.

We have a pilot program that works for 1 year, 2 years, 3 years, and if it works, we will support it. But we have programs that work for years and years and years, and we are still going ahead and looking at other things.

So to answer your question, if we had long-term commitment and funding, we would not have any difficulty literally reaching any number of students.

Senator SESSIONS. So your vision would be that every school in America could use this program.

Mr. EBRAHIMI. Absolutely. Every class does not need to have this. If you are a school system of let us say 200,000 students, you have a number of fourth or fifth grade students. If those students were to be exposed to something like this in fourth or fifth grade, the majority of that school system would be exposed, and it would make a lifetime difference.

The key important point about this program is that many people say that if you have a commitment to your work, if you are willing to work hard, if you are willing to do what I say for you to do, I will make you successful, I will teach you calculus, I will teach you this, and I will do that. What we say is that the kids that we reach are not in a position to make those kinds of commitments. Often, they are unhappy; often, they dislike themselves and their environment. They must overcome major barriers just to attend school.

So in our program, we take responsibility for the education of every child ourselves. We say that it is our responsibility for those heterogeneous students in the classroom to receive and become successful as a function of our efforts, not the other way around.

Senator SESSIONS. Thank you.

I was going to ask Mr. Adams a similar question. Do you think that virtually every school in America could benefit from this type of tutoring program? As they say, you would get a "two-fer," that helps both the teacher and the student. Do you think that that kind of thing could be done with little expense and benefit?

Mr. ADAMS. Yes.

Senator SESSIONS. Presumably, they would be out of some instructive period—they would be missing some class that they might otherwise be attending. Are you confident that the advantage of the tutoring program is more important than what may have occurred had they stayed in some class?

Mr. ADAMS. I think so. The students who are in the program this year at Lincoln tutor during their elective period, which is an elective class; they get a grade for it, and they also get paid. I think every student can benefit from it. We have students who do not necessarily have bad grades, but they need the support because they live in environments that might be damaging to them. So we want to give them an opportunity to have an extra positive thing in their lives.

Another thing—and maybe these kids are not going to tell you—is that for some of them, this is the first success they have ever had, or it is the first success in a very long time. That in itself gives them confidence to do other things. If you have a program of this type or any other type that does that, you are off to a good start.

Senator SESSIONS. Thank you.

Marcus, I am glad you got that young student off the playground at 8 p.m. That is the kind of thing that does say more than I think we can express in just test scores.

Mr. ADAMS. I also want to say something else. Marcus is the student who actually had the .5, and now he is at 3.7.

Senator SESSIONS. Congratulations.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Sessions.

I want to continue. I am trying to figure out what we can do. We have spent years looking at these kinds of problems, and yet nothing seems to change.

I was in Vermont at a dropout program which seems to be working well, and they believe that the dropout programs have to begin in fifth or sixth grades, or they will not really work. I am also interjecting some of my own thinking in this. If the kids have some

reason to believe it is worthwhile to go to school, they are going to come out of high school better off than they would be if they went somewhere else.

Then, how do you get them to understand that there is something relevant in learning and continuing school? I do not think we do a very good job at that. I was in Mississippi, where they are starting now in the fifth and sixth grades getting young people to look at careers and what types of careers they might be interested in. Here in Washington, and I talk to the business community, and they say that if the students were taught the right kind of math, these young people could get good jobs—$10, $15, $20 an hour jobs with high school math. There is no reason why they cannot learn it in high school, and yet—except in your case—there is really no math being taught right now that is relevant to those jobs.

How do we change the inertia, which as you all know is incredible in educational systems, especially in this country where we allow every local government to decide what is the best program? I am rather stymied as to where we go from here with the forgotten half. I just do not want to leave here without remembering the forgotten half sufficiently and doing something.

As I mentioned earlier, I know there are many good programs out there, and we have heard about some today, but nothing happens with them. They get a grant, the grant is completed, a report is filed, and they say, hey, that was a great program. It stops there and goes on the shelf somewhere. We need to have a way to get those results out, then figure out who is responsible and how we can get some replication of these programs that work.

Mr. Halperin.

Mr. HALPERIN. Well, as a matter of fact, there is quite a bit of change going on. Head Start was experimental. It is now reaching 40 percent. We have to stay at it, we have to improve the quality, and we have to move it into every community for working parents and others who want it.

The same is true of good vocational-technical programs. High schools that work are spreading. Career academies are spreading. School-to-work opportunities that we have seen evaluated are working. But again, the case of the School-to-Work Opportunities Act, the Congress put a 5-year life on it with the understanding that it would sunset, and that would be the end of it.

Well, things change slowly, but they do change. Our organization, the American Youth Policy Forum, visits schools all around the country, and we are seeing a quality of teaching that is much more advanced than what I saw growing up and that most of us have seen. I think it is not quite correct to say that nothing changes. It is true that there are enormous gaps and that a lot of people are left out. All I can say, as I did in my testimony, is try to emphasize experiential programs where young people do things with adults. Whether they are employers or whether they are volunteers in the community, there are partnerships springing up all over the country that seem to be working.

The CHAIRMAN. I am on the Goals Panel, and I have been sitting on it for years. For years, we have been measuring, and there has been absolutely no indication of any improvement. It has been 16 years, and I think every year, I hear the same thing—we are try-

ing, we are getting better, we have raised the standards. Maybe we just let things go, but it seems to me we have got to have some way to spread the good word and understand better what works and how to get it implemented.

I think in the Nation itself, the feeling is that my school is OK, and it must be the rest of the schools that have problems. We just do not seem to make any movement, especially with the dropout rate. There has been no significant reduction in the dropout rate. The number of people who end up incarcerated is increasing; and there are very few of them coming out of the institutions where they are sent. We are going to be building more and more prisons at the rate we are going, and that is all the forgotten half, and that is why we are here today. That is the source of it.

Am I totally demoralized, or should I be without hope?

Mr. FISH. I would say, Mr. Chairman, that one thing I think we do not do enough of—and I am so pleased to see the students here—is we do not listen to our kids. I think they have a lot to say and that what they have to say is very valuable. Sometimes, I think that we as adults think we have all the answers for them.

One complaint that I hear often at the high school level is that the adults want to make all of the decisions. I think that not only at the school level, but that even translates into the national, State and local levels, we get so bogged down in these long discussions of philosophies and what we feel is in the best interest of kids, but we never take the time to listen to what these young people have to say and then act on it.

We are people who talk a lot. I can speak for my own school system. We talk a lot and we philosophize a lot. But sometimes we need to get past that, or oftentimes we need to get past that and become action-oriented where things do not move or things do not change. I think that until we get to that point where we put our money where our mouths are, we are going to continue to have students who are frustrated because they feel disenfranchised because no one is taking the time to hear what they have to say. And they have a lot to say. I think that that needs to be a beginning.

The CHAIRMAN. Dr. Ebrahimi.

Mr. EBRAHIMI. Mr. Chairman, I think we are looking through many different glasses, and there is room for looking through some rosy lenses. But I think the frustration that you are feeling is definitely justified relative to a certain segment of our society and our school system.

When one goes to get a stress test, the doctor's office very seldom in doing the exercises puts one through over 80 to 85 percent, because that may create some difficulty. If we were to put the stress test to 100 percent, where we may endanger the patient, and apply that to our educational system—and let us look, for example, at the changes that have been made in the number of African Americans who score at a certain level in mathematics—and the reason I am emphasizing mathematics is not simply because mathematics is the only key, but it is one of the most important gatekeepers without which, irrespective of what you study and where you are going to go, particularly in the future, there is very little hope for what you can do—if we look at that, and we look at 10 years ago, the number of African Americans who took the SAT amounts to 20 percent,

which means that 80 percent of the students did not even bother to do that.

Now, that is an amazing stress test. And if you ask how many of those students wound up receiving a very high grade in mathematics, you will find that there were less than 500.

On the other hand, we have a situation of mathematics teacher shortages across the country. I know of a major school system of 160,000 students where only 36 percent of their teachers who are teaching high school mathematics are credentialed, and only 8 percent from K to eighth grade. The reason that we are not getting mathematics is not necessarily just money; it is a facet of many other factors and many other options available to these people.

We tried to create 10 centers around the country where, in collaboration with universities, we would provide training for preteachers so that when they walk into their respective school systems, they can become master teachers themselves. We have had a very difficult time establishing that kind of effort, particularly relative to the funds from the Federal Government.

It has to be a major, major effort over the long-term in order to remedy this. We are not going to remedy a shortage of math teachers by building mops. We need to go ahead and look at efforts that work.

The CHAIRMAN. I think your emphasis on math is well-justified. The TIMMS exams show that our kids start out the smartest in the world, and by halfway through, they are average, and by the time they are done, they are at the bottom. That is not the kids; that is something wrong with the programs. And of course, part of it has to do with the length of the school year and those kinds of things. It just discourages me, and nothing is more discouraging than a young person not being able to get the kind of education that he or she needs.

Let me talk to our two young people who are here today. You have been hearing a lot about what we are doing with your lives. What do you think should happen? What would you like to see changed in what is going on in your school to make sure that you and others will have a better chance to make it in life and not drop out?

Mr. PRICE. I think there should be more people in the program so their lives can be better. Around where our school is, there are a lot of gangs and violence; they smoke marijuana, and a lot of people hang around there. So I think more people should be in the program.

The CHAIRMAN. How can we get more into the program? Maybe I should ask the representative of the program. Would you mind coming up, please?

Ms. CANTU. I am Linda Cantu, and I just want to say briefly that we have 157 programs in the United States, Puerto Rico, England and Brazil.

In terms of bringing students into the program—I think one of the questions Senator Sessions asked was about bringing it in at a certain cost—our program requires rigorous evaluation and monitoring, because sometimes we implement programs—and people here have been talking about evaluation—and nobody actually ever knows if they are successful.

I know that Mr. Ebrahimi talked about having evaluated his program, and we evaluate our program, so we know that it is successful. The students receive a stipend. One reason kids drop out—it is not the only reason—but income is a problem in many of our students' homes. And even though it is a small contribution to their homes, they do use that money sometimes to buy things for themselves, like clothes, but we have also had students who help pay the light bills in their homes. It is a small contribution to their homes.

They get an opportunity to teach younger children, and they see a career first-hand, and the experience either tells them "I want to be a teacher," or "I do not want to be a teacher." They find out first-hand how hard it is to be a teacher, and even though they may say that, they get a chance first-hand. Many of us who are professionals got to be with somebody who was a professional, and that is what they are doing now.

I will finish by saying that they tutor younger children and in that way contribute to their own education. They go into an elementary classroom and tutor math—addition, subtraction, multiplication—but in doing so, rather than be placed in a lower classroom in middle school, they go in and tutor, and at the same time, they get to learn. They get to read, and they get to learn reading, so they become better readers.

So I think that their participation and the chance—in their school, only 17 students participate, and as Marcus was saying, so many more kids could benefit from an opportunity to contribute to their own education. They do service learning, they do school-to-work, and they fit a variety of different categories. But after their funding is over, as you were saying earlier, there are no more funds. There is a time when you fund a project, and then you say it is over. So they need some way to look for funding for their programs.

The CHAIRMAN. Thank you.

Anna, do you have anything to add?

Ms. ROSARIO. Some programs are kind of boring, but this one is very interesting and fun at the same time, so that makes it more valuable for us, because we are not just doing our work, but we are finding more stuff to do, and it is just very interesting and fun for us at the same time that we are learning stuff.

The CHAIRMAN. Thank you.

Dr. Ebrahimi, let me turn to you. We were all shocked to watch those sixth-graders working out calculus problems. I firmly believe that if we could do this through our school systems, it would be wonderful. But, how in the world do you first overcome the shock of it even being suggested that we have fifth- and sixth-graders learning calculus. What do we have to do as a nation to stimulate the understanding, which you are trying to promote, of the need for education, whether it be basic or whether it be calculus, and the rewards of it? How do we spread that? How many programs do you have now, and how many schools are you involved with?

Mr. EBRAHIMI. We are in seven cities and about to be in a few others, including Charlotte, NC. What we do that I think is probably one of the most important achievements is to actually break a myth—the myth that minorities cannot learn mathematics, that

blacks are not good at becoming engineers, that women cannot do well in technical skills and study mathematics. Once you have shattered that myth, it takes one or two examples to change people around.

A gentleman by the name of Roger Barrister in 1953 ran the mile in under 4 minutes. Up until that time, it had been believed that the human physiology would not allow that. So that all through the millennia, no one had run the mile in under 4 minutes. One month later, 30 other people broke that record.

If people see the performance of students, particularly those students who they believe are not going to be successful and are low achievers—if we were to go to Mr. Fish and say, "Mr. Fish, you choose a class that you feel is not performing and you do not have much hope for them," and if we were to come in and work with that classroom, and Mr. Fish were to see the transformation of those students within a very short period of time, Mr. Fish would become a believer.

It is not easy, as I said—as soon as Mr. Fish becomes a believer, there is a whole range of bureaucratic and political steps that have to take place before the program can be placed there, least among which is the available and assigned funding.

It can be done. We have been able to do it. At first, they told us that you cannot reach more than 100 students. Today, each year, we reach over 20,000 students. We could reach many, many other students, and I think that if nothing else, if people were to see even one or two classes like this in their school systems and in their schools, it would change the perceptions and would change the face of education in a major way.

The CHAIRMAN. Mr. Fish, you are nodding your head up and down.

Mr. FISH. Oh, I agree 100 percent. I am always looking for programs that will benefit all of my students, and Dr. Ebrahimi makes a very good point. With the perception out there—or the reality in some cases, because people make it a reality—that our African American students and women do not go very high in mathematics, we have got to change that. It becomes a self-fulfilling prophecy. I think one of the issues is that we do not expect it, and when we do not expect it, we do not get it.

But the other part of it is what can we do programmatically to make that happen for kids who show their potential, kids who do have the ability. We need to continue to find programs like this one that give those kids the opportunity for those kinds of successes.

My frustration is that the programs are there—and Dr. Ebrahimi brought up an excellent point—it is always the bureaucracy that stops you, that closes the door. I have found from my own personal experience that the bigger the system, the bigger the bureaucracy, and you just get lost in it. That translates into kids who do not move and become frustrated because they are not being challenged.

So I think this program is wonderful. In fact, I am going to get some cards before he leaves so we can talk about it some more.

The CHAIRMAN. Do you find that parents are frightened by these classes?

Mr. EBRAHIMI. The parents after a short period of time become very, very excited. As you know, in most school systems, it is ex-

tremely difficult for principals or school systems to bring parents out. At this time, in Detroit, we have a gala for the Project SEED students that began as a simple effort about 9 years ago, and now, 6,000 parents show up twice a year, and we have to break it down into three evenings. And all they do is come in and watch their kids perform some mathematical acts on stage and receive some commendations. In Milwaukee and tonight in Dallas, parents become very excited and supportive.

There are sometimes, however, people who are threatened by this, but generally they are not the parents or the teachers or principals. They are usually within the mid-bureaucratic levels.

The CHAIRMAN. The school boards?

Mr. EBRAHIMI. School boards, yes. I do not know if I should say this on the record, but the sum total of the leadership capability of many of the leaders of our school systems, a few excepted—for example, Philadelphia—many are not up to the caliber that we should train people.

The CHAIRMAN. Mr. Halperin?

Mr. HALPERIN. The question is still how do we do more of what works; is that right?

The CHAIRMAN. That is basically what we are talking about. How do we get people receptive of change that we know should come, even though it may be as startling as calculus.

Mr. HALPERIN. People have to see excellence, as we heard from Dr. Ebrahimi. They do not. We live in very parochial, very isolated schools. We know what is going on maybe in our classroom, maybe in our school, but we do not have opportunities for district-wide learning, and we certainly do not have an opportunity to see really excellent programs.

Part of the problem, I have to say, Mr. Chairman, is that our policymakers generally like to concentrate on the criticisms and the negative aspects of what is going on. And I am not going to run away from that. In Chapter 1 of "The Forgotten Half Revisited," we assembled all kinds of data that justifies your disappointment and your unhappiness. Then we say there are little programs here and there, but we do not honor those programs, and we do not enable them to spread.

Again, on page 7 of the testimony, I say we do not have the intermediary system that connects the parts. Mr. Ebrahimi's program is on his own. You have got to go out, and you have go to sell it. We thought once upon a time that the educational labs and centers would do that, and to some extent they do, but we still do not have the infrastructure, if you will, to install excellence on a broad scale. This is a huge country, and people are very busy, and if they are not being attacked, they will just go on doing what they have been doing.

Again, in these compendia, we try to assemble reliable knowledge about what works. Then the question is how do you get it installed. You have either got to shame them, or you have to give them the resources to install it, or you have to somehow honor them for excellence, as we have seen. It just does not happen by itself. It has to be made to happen. And the mechanisms from the Federal level are either weak or nonexistent.

I truly believe that education in the United States is getting better. I have seen, particularly for out-of-school youth, all kinds of very encouraging programs, but they are not well-supported. They live on nickels and dimes. They have to go hat-in-hand, either to the State legislature or to philanthropists.

Again, as was pointed out here, there is no continuity, there is no assurance of support over a period of time. The issues no longer is that we do not know what to do. I think we do know what to do. The question is how do you get incentives, or sanctions, if necessary, to make sure that it happens.

Mr. EBRAHIMI. Mr. Chairman, the gentleman who was here, Dr. Patterson, who actually taught the first Project SEED demonstration course at the Senate and the House, and I started this program, along with Mr. Jones, a long time ago. We will eventually be leaving, and as I said with the myth of Sisyphus, we have been pushing the rock uphill for a long time.

We understand that the program had to be successful and had to be excellent. We also understand that it had to fulfill the fiduciary responsibility of people responsible for funds such as yourself, and the responsibility to the taxpayers. So we have made the program and its components direct instruction by master teachers, professional development of the best kind, curriculum development, parent programs, all the most cost-effective, which is about half the cost of the Title I program, which does not accomplish most of these, and yet we wonder at this stage of the game, upon leaving this program and hoping that it will survive with some other people with energy, why, starting from here, this body is not tripping over itself to make sure something like this survives and is expanded.

We are amazed at this. We provided the excellence that was asked for, proof that it works, the longevity, with decades of it, and evaluation, evaluation after evaluation, longitudinally and otherwise, cost-effective—we do almost everything short of curing cancer—and people at this level are not tripping over themselves and saying, look, what can we do to make this program and others like it survive and be able to flourish instead of having to push the rock uphill.

The CHAIRMAN. That is why we are here—replication of those that do work.

Mr. Adams.

Mr. ADAMS. I am a mathematics teacher, and I also teach Marcus and Anna. I have heard about so many programs that have come into the system for mathematics teachers and mathematics instruction. I have been teaching for 10 years, and in the 10 years that I have been teaching, I think there is a different method that comes along every year. And sometimes people get saturated. Teachers get saturated, and they do not know exactly which one to go with. I understand there are limited resources and that one program has to be chosen. And sometimes, these companies and folks cut each other's throats. One person say this, the other person says that, and a lot of teachers just remain stuck in the middle.

You wonder why some things do not get duplicated and end—that is part of the reason, too. I think you have decide on some-

thing, give justification for it, make the decision to go with it, rather than arguing about all the different methods.

He mentioned direct instruction., I use direct instruction as well as contextual math, which are contradictory. One year, we had math in context, and the next year, we had direct instruction, which are opposing methods. Some teachers get stuck and just decide to use their own views. I have had success with both. Sometimes, I think we need to encourage success—direct instruction works well for some students, and math in context works well for other students—and just leave it at that. That is all.

The CHAIRMAN. This Nation, of course, has trouble easily replicating. One example is Tech Prep, which is a very good program that we have had for years. It has been replicated in relatively few places. Malaysia sent their educators over here, they took one look at it and said this is great, and they went back to Malaysia. Two months later, it was all over the country. I do not expect that that is ever going to happen and probably never should happen in this country. But it gives you an idea of the problems that we face when we still also have the feeling—and I am sure it is accurate to a certain extent—that we are the best in the world in everything, so we do not really need to improve anything. That is not a good attitude, either, because we are going to find ourselves slowly easing into the backward aspects.

I have held you here for quite a long time, and I am going to reserve the right to get back to you with some further thoughts. I certainly want to see some demonstrations so I can see, 100 percent, that it works.

So thank you all, especially our students, who are always most helpful in letting us know about their successes. I am a great believer in tutoring and in young people tutoring. As I pointed out, Senator Kennedy and I and a number of Members of Congress have been tutoring schools. We go over once a week, and I spend an hour with my young lady. I will tell you, how they grow in their maturity and self-confidence is just amazing in the year that we spend with them.

So I am a believer, and I believe in all of you who are doing what you can to help us. We are going to keep pushing ahead and doing what we can in the Elementary and Secondary Education Act to change things to the extent that it will free up opportunities for us to proceed forward at all possible speed to improve education in this country.

Thank you all very, very much.

[Whereupon, at 12:08 p.m., the committee was adjourned.]

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